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| Report Title: | The review and redesign of the Integrated Learning Disabilities Service (ILDS) in Hackney |
| Meeting: | Health in Hackney Scrutiny Commission |
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1. **Introduction and background**

- 1.1. Hackney's Integrated Learning Disability Service (ILDS) is an integrated multi-agency, multi-disciplinary team, providing specialist health and social care support to adults with Learning Disabilities (LD), who are residents of the London Borough of Hackney and the City of London (health provision only), and have a GP in the area. It is jointly commissioned by the Council and the City and Hackney Clinical Commissioning Group (CCG).
- 1.2. ILDS is a highly specialist service and is currently delivered through a section 75 partnership agreement between the council and the East London Foundation Trust. The council provides specialist social workers while ELFT provide Psychiatrist, Psychologists, Physiotherapists, Occupational Therapists, Speech and Language Therapists and Specialist Community Nurses.
- 1.3. The purpose of ILDS is:
- To assess and meet the needs of people with an eligible learning disability, including young people transitioning into adulthood.
 - To support positive access to and responses from mainstream services.
 - To enable all services to provide effective person-centred support to people with learning disabilities.
 - To provide direct specialist clinical, therapeutic and social care support for people with complex learning disability and/or mental health needs.

- To respond positively and effectively to vulnerable people in crisis and to respond to any identified safeguarding risk.
- 1.4. The review and redesign of ILDS services is a key programme of work in the Planned Care workstream of the Integrated Commissioning Programme. The whole service went through a review across 2017-18, the purpose of which was to look at improving the quality of health and social care provision and in doing so achieve a greater degree of integration and multi-disciplinary working between the various professionals involved and contribute to a financially sustainable operating model moving forwards. The scope of the review covered ILDS only and the outcome is a more integrated service model and new service specification.
 - 1.5. An update on the ILDS review was provided to the Health in Hackney Scrutiny Commission in March 2018 and September 2018. This briefing note is to provide a further progress update to the Health in Hackney Scrutiny Commission on the implementation of new operating model for the service and other related work.

2. Progress update

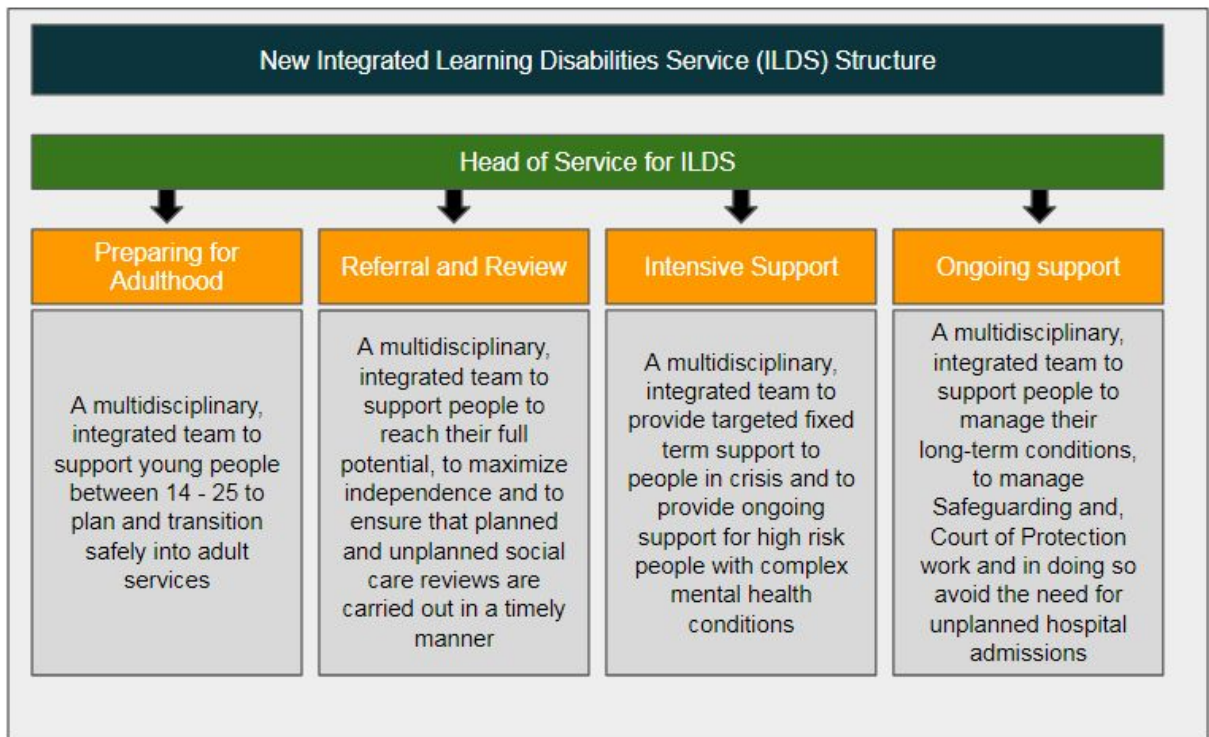
- 2.1. **Co-production with service users and carers through the LD Partnership forum** - The LD partnership forum was established in spring 2018. This partnership includes service user representatives, with a clear remit to represent those with LD more widely; and carer representatives, who also have the remit of representing carers of people with learning disability more widely too. This Forum has been a mechanism to involve service users, carers and other relevant partners in shaping LD services. It is co-chaired by the Head of Commissioning and a service user.
- 2.2. The Partnership Forum has two main points of focus. The first half of each Forum focuses on developing a Learning Disabilities Charter to make City and Hackney learning disability friendly boroughs. The second half is workshops on the ILDS redesign for example one session has focused on what should happen when people with a learning disability are ready for discharge from the service. Workgroups are held in between each Partnership Forum meeting to explore key issues affecting people with learning disabilities in City and Hackney, to feedback at the Forum. These have included looking at employment barriers and accessibility at the Homerton. On average there are around 20 attendees to the forum and around 50% of these are service user and carer representatives. The findings from the Forum have been incorporated into both the Learning Disabilities Strategy and the ILDS service specification.

- 2.3. Feedback has been given to the Partnership Forum regarding how its contributions have been included in the ILDS service specification and LD strategy.
- 2.4. **Development of a new Integrated Learning Disabilities Strategy** - A Learning Disabilities' Strategy has been drafted and is currently being consulted upon, before a final version is developed in April. The strategy has been co-developed through the work at the 'Big Do' event, the LD Partnership Forum and findings from other relevant consultations.
- 2.5. This Strategy is outside the scope of the ILDS redesign, as it covers a wider population of those with learning disabilities in the boroughs, but it will have some implications for ILDS. This will include a role for the service to promote accessibility to goods and services for those with learning disabilities e.g. improving access to mainstream health services. For example, work is underway to support GPs to be more accessible to people with learning disabilities through training sessions with ILDS, and promoting annual health checks uptake.
- 2.6. This strategy will go to the May 2019 Integrated Commissioning Board for approval.
- 2.7. **A new service specification for ILDS** - Following a number of consultation events the ILDS specification has also been developed. The vision for the service is: *"To ensure people with learning disabilities achieve their potential, are as independent as they can be, have a good quality of life, and equal life opportunities to anyone else."*
- 2.8. The new service specification is outcomes' based and these outcomes have been coproduced. The service is expected to work towards achieving these in addition to its statutory requirements:

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| <ul style="list-style-type: none"> ● People with a learning disability are an active part of their community ● People with a learning disability are enabled to achieve independence where possible ● People with a learning disability have a place they call home ● People with a learning disability are able to access the health care they need. |
| <p>A theme of safety shall run throughout these</p> |

- 2.9. There is a focus on improved joint working between health and social care. The service will broadly have three key functions to achieve such outcomes:

1. Advice, Consultation, and Signposting – including accessibility and reducing health inequalities.
 2. Prevention, Enablement and Promotion of Independence – enabling people with learning disabilities to achieve their potential.
 3. Complex and Longer-Term Specialist Cases – supporting people to have a good quality of life.
- 2.10. A set of Key Performance Indicators (KPIs) has also been developed from this to help measure the success of the service e.g. proportion of service users achieving their goals; demonstrating the positive difference input from the service has made to service users' lives.
- 2.11. As part of ongoing quality and safety assurance of ILDS service delivery, there will be quality monitoring mechanisms, including a quality assurance framework and monitoring of issues such as safeguarding. An important aspect of this will be ILDS's role in ensuring that service users placed in and out of the borough are safe and receiving good value service provision.
- 2.12. The specification has incorporated work from the LD partnership forum workshops. This included looking at outcomes, pathways into the service, care planning and moving on from ILDS to make recommendations and improve the service user journey.
- 2.13. **A new operating model for ILDS** - A core change as part of the review of ILDS was the move from a three provider to a two provider model. This was facilitated by transferring clinical staff from Homerton University Hospital Trust to East London Foundation Trust (ELFT) via a TUPE consultation exercise in June 2018. This was immediately followed by a second consultation with all staff (health and social care) regarding the proposed structure of the four new core pathways. This consultation ended on 31st August 2018 and a Delegated Powers Report was widely circulated in mid-September. The outcome of the consultation exercise resulted in broad support for the proposals but with questions about how some elements of the model would operate in practice.
- 2.14. In response to this, between September and December 2018 a series of weekly workshops were held with the service leads to map out the new integrated workflows and agree new working practices for the four multi-disciplinary teams which is detailed in the diagram and text below:



- 2.15. **i) Preparing for Adulthood** - which will focus exclusively on supporting young people between the ages of 14 and 25 to plan and transition safely into adult services. This team will operate within Hackney's new Transitions framework and liaise closely with Children's Services, getting progressively more involved as the young person reaches their 18th birthday.
- 2.16. Supporting young people with learning disabilities to prepare for adulthood and have a smooth transition from services for young people to services for adults continues to be a key priority for the ILDS. This is a shared coordinated effort across education, children and young people services, ILDS and health partners. We will also be looking to develop our day opportunities and support market locally for all people with learning disabilities which will include a specific offer for younger people.
- 2.17. This dedicated pathway is specifically designed to augment Hackney's wider Transitions pathway, which was formally set up in September 2018. The purpose of this pathway is to take a multi-agency approach to support young people by joining up three critical services - education, health and social care. This initiative is already yielding positive results. For example, ILDS psychiatrists have collaborated with colleagues from CAMHS and Mental Health to set up a regular Transitions Clinic, so that learning disability diagnostic assessments can be carried out early and Transitions plans can be in place and ready to take effect from the young person's 18th birthday. Additionally, improved statistical reports from children's services has

facilitated improved insight into the cohort as a whole as well as better demand modelling and analysis.

- 2.18. **ii) Referral and Review** - which will act as the main gateway into the service and determine eligibility as appropriate. This team has two main priorities:
- To support people to reach their potential and maximise independence being mindful of MCA and advocacy support where appropriate e.g. people who are currently placed in residential care who could step down to supported living and experience a better quality of life.
 - To ensure that planned and unplanned social care reviews are carried out in a timely manner.
- 2.19. **iii) Intensive Support** - which will provide targeted fixed-term support to people with complex and enduring mental health conditions or those in crisis, in order to help them to restore stability and control.
- 2.20. **iv) Ongoing Support** - which will support people to manage their long-term health conditions and intervene early in order to reduce the need for unplanned hospital admission. Continuing Health Care case management. Complex case work including safeguarding and Court of Protection work.
- 2.21. Since October 2018 ILDS have been actively supporting wider departmental initiatives to secure a more permanent workforce. A new permanent head of service was recruited and, because this person was previously employment as an interim, the appointment has not only helped to maintain vital service continuity but also added fresh impetus to the implementation stage of the project.
- 2.22. Interim appointments were also made to cover the Team Manager posts and although one permanent manager only has been appointed, the plan is to go out to advert again in March.
- 2.23. The recruitment campaign also enabled us to appoint a significant number of permanent social workers and we expect all of these will take up their posts from April. Many of these are newly qualified which offers a great opportunity to 'mould' them into the new ways of working. This also presents a risk in that they lack specialist experience, but we are mitigating this by phasing out the existing agency social workers and using the intervening period to provide intensive training and support.
- 2.24. In December all ILDS staff were invited to select their preferred team in the new structure and this was finalised and circulated in January 2019. Since then the team managers leading phase one of the roll out (Preparing for Adulthood and Intensive Support) have been actively engaging with their respective team members to set up away days and agree local processes and protocols.

2.25. Finally, work has been ongoing to formalise the provider partnership arrangements through the development of a new section 75 provider agreement between London Borough of Hackney (service host and lead for social care) and East London Foundation Trust (health lead). This agreement is scheduled to be finalised shortly and in the intervening period a Memorandum of Understanding is in force.

3. Support for service users out of borough

3.1. At the last Health in Hackney Scrutiny discussion on ILDS an update on service users who are receiving support through ILDS out of borough was requested. This section of the report summarises how many service users are placed out of borough, how these service users are supported and plans going forward.

3.2. At a national level historically people with learning disabilities were largely placed in residential and hospital provision, which in the case of Hackney, was often in out of borough provision given the limited amount of residential provision in the borough. However, in recent years the focus has been on independence and supporting people with learning disabilities to live in supported living provision and keeping people in the community where possible and appropriate. Because of this shift there are much fewer new placements out of borough and many of those that are out of borough have been so for a very long time and often consider that area their home.

3.3. There are currently 130 service users placed out of borough that are supported by the ILDS. There a number of reasons why people might be placed out of borough which includes:

- Where someone's needs are very specialist and there isn't the right in-borough provision.
- Where someone has been placed from a young age and are now settled there after a very long time out of the borough.
- Where someone is a young person and is placed out of area receiving specialist residential educational provision.
- Where someone is receiving Continuing Healthcare in specialist nursing home settings.

3.4. In order to ensure that the care and support needs of those placed out of borough continue to be met and that they are safe, the ILDS reviews each person's care package on an annual basis. Those receiving support through Continuing Healthcare out of borough also get an enhanced review of their needs with appropriate clinical input. The service is also developing a new, risk based approach to reviews. Team members will carry out quality assurance of providers when carrying out annual reviews for those out of borough to ensure extra checks are done on the quality of support being

provided. Social Workers will work with Hackney Quality Assurance Team to prepare for each review by checking information such as CQC rating in advance. Reviews will include looking at what circles of support a person has and will be multi-disciplinary ensuring involvement of local health teams where appropriate. Where safeguarding concerns are identified the host borough will lead on the investigation of these and the ILDS will have input into this. There are nationally established protocols around managing out of borough safeguarding concerns which inform this.

- 3.5. Such a high proportion of out of borough placements does, however, present a challenge in terms of monitoring and coordinated responsiveness and moving forward the ILDS will be looking to further reduce placements out of borough.
- 3.6. To enable this to happen the integrated learning disability commissioning team have been, and continue to work with the ILDS on a number of key strands including:
 - **Supporting people to live where they want to and as independently as they can** - Following both a placement mapping exercise and accommodation review, support for positive 'move on' will be a key priority for ILDS in future. It will mean looking at increasing the numbers of people in settled accommodation. This includes looking at those out of borough to determine if they wish to return back to Hackney or to remain in their host borough but in more settled accommodation. Critical to this is good quality person centred assessment and reviews that explore and set clear outcomes that service users would like to achieve in their lives.
 - **Anticipating future needs and local market development** - Gathering data on service user needs now and in the future means development and use of suitable placements can be explored in the borough. This will help prevent need for going out of borough in the first place, especially for those transitioning to adulthood to remain in borough. ILDS will have a key role in gathering and supplying this data e.g. through assessment and review.
 - **Reviewing commissioning arrangements for out of area care and support** - The Association of Directors of Adult Social Services (ADASS) have recently published an advice note to directors on commissioning out of area care and support services and as a result there is currently a strategic review happening across all client groups in Hackney not just learning disabilities to ensure all the recommendations in this advice note are in place. This will look at safeguarding processes, brokerages processes, approaches to reviews for out of area care and commissioning approaches to ensure they are robust and safe.

4. Next steps

- 4.1. **Service Model** - The phased roll out of the new operational service model is ongoing and will continue during the next quarter. This includes the establishment of the new integrated and multidisciplinary teams for the new pathways of support including Preparing for Adulthood; Intensive Support; Referral & Review and Ongoing Support teams. There will also be a continued focus on the induction of new staff following a successful recruitment drive of staff into the service.
- 4.2. **Section 75 Provider Agreement** – A new Section 75 Provider Agreement is being developed in order to describe the governance arrangements between East London Foundation Trust and the London Borough of Hackney in delivering the service. Progress to establish this is progressing well and once both organisation’s legal teams have inputted into the document it will go to the Planned Care Board and then the Integrated Care Board for agreement. In the interim there is an agreed Memorandum of Understanding in place.
- 4.3. **Integrated strategic commissioning activity** - There are a number of key commissioning objectives that will continue to be prioritised including:
- Approval for the ILDS specification and wider LD strategy at May Integrated Commissioning Board
 - Continued gathering of information and data on the needs of people with learning disabilities to shape services in the borough.
 - Ensuring joint funding assessment becomes business as usual in ILDS for those with significant health needs. Following a pilot for joint funding cases, an assessment process has been developed and modified to support clear and consistent decision making. A joint funding policy has been drafted and this will inform joint funding processes and procedures in the future.
 - A number of supported living placements are available/are being developed in Hackney and work is underway with ILDS to identify appropriate service users who may wish to live in Hackney in such placements and shape them appropriately.
 - Personalised day opportunities will be explored further. This will include looking at a suite of options including day services; employment and the wider and universal day opportunities available.
 - Key elements of the priority areas of day opportunities and accommodation placements will be personalisation, promoting choice and control.
- 4.4. **Ongoing co-production activity** - As part of the new specification, ILDS is expected to gather feedback from service users about their experience and achievement of goals following input. Work is ongoing with the Partnership Forum to develop a Learning Disabilities Charter for the Borough. The

Partnership Forum will continue its work on this and its role will be evaluated in summer 2019.