

Notice of Special Meeting and Agenda Renfrewshire Health and Social Care Integration Joint Board.

Date	Time	Venue
Monday, 29 April 2024	13:00	Council Chambers (Renfrewshire), Council Headquarters, Renfrewshire House, Cotton Street, Paisley, PA1 1AN

MARK CONAGHAN
Clerk

Membership

Councillor Jennifer Adam (Chair) and John Matthews (Vice Chair)

Councillor Jacqueline Cameron: Councillor Fiona Airlie-Nicolson: Councillor Iain McMillan:
Margaret Kerr: Michelle Wailes: Ann Cameron Burns: Karen Jarvis: Paul Higgins: Lisa Cameron:
Dr Shilpa Shivaprasad: Alan McNiven: Mark Halliwell: Stephen Cruickshank: John Boylan: Annie
Hair: Dr Stuart Sutton: Christine Laverty: Sarah Lavers: John Trainer.

To Follow Items

I refer to the agenda for the special meeting of the Renfrewshire Health and Social Care Integration Joint Board to be held on 29 April 2024 at 1.00 pm and enclose the undernoted reports relative to items 1 and 2 previously marked 'to follow':

1. Minute

2. Sustainable Futures Programme: further consideration of Flexicare and Mirin and Milldale options

Items of business

- | | | |
|----------|---|----------------|
| 1 | Minute | 3 - 12 |
| | Minute of meeting of the Integration Joint Board (IJB) held on 22 March 2024. | |
| 2 | Sustainable Futures Programme: further consideration of Flexicare and Mirin and Milldale options | 13 - 28 |
| | Report by Head of Strategic Planning & Health Improvement. | |



Minute of Meeting Renfrewshire Health and Social Care Integration Joint Board.

Date	Time	Venue
Friday, 22 March 2024	10:00	Remotely by MS Teams,

Present

Councillor Jennifer Adam, Councillor Fiona Airlie-Nicolson, Councillor Jacqueline Cameron and Councillor Iain McMillan (all Renfrewshire Council); Margaret Kerr, John Matthews, Ann Cameron-Burns and Michelle Wailes (substitute for Frank Shennan) (all Greater Glasgow & Clyde Health Board); Karen Jarvis (Registered Nurse); Paul Higgins (Health Board staff member involved in service provision); Alan McNiven (third sector representative); Fiona Milne (unpaid carer residing in Renfrewshire); Stephen Cruickshank (service user residing in Renfrewshire); John Boylan (Trade Union representative for Council); Dr Stuart Sutton (Registered Medical Practitioner (GP)); Christine Laverty, Chief Officer and Sarah Lavers, Chief Finance Officer (both Renfrewshire Health and Social Care Partnership) and John Trainer, Chief Social Work Officer (Renfrewshire Council).

Chair

Councillor Adam, Chair, presided.

In Attendance

Mark Conaghan, Head of Corporate Governance (Clerk) and Elaine Currie, Senior Committee Services Officer (both Renfrewshire Council); Frances Burns, Head of Strategic Planning & Health Improvement, Carron O'Byrne, Head of Health & Social Care (Paisley), Laura Howat, Head of Mental Health, Learning Disability & Alcohol & Drugs Recovery Services, Pauline Robbie, Interim Head of Health & Social Care, David Fogg, Service Improvement Officer, John Millar, Communications Business Lead (Transformation), Sian Ramsay, Finance Business Partner, James Higgins, Corporate Business Officer, Joe Deary, Service Assurance Manager, Jade Collins, Senior Communications Officer and Lorna Finnie, Finance Planning & Improvement Manager (all Renfrewshire Health and Social Care Partnership).

Recording of Meeting

Prior to the commencement of the meeting the Chair intimated that this meeting of the IJB would be recorded and that the recording would be available to watch on both the Council and HSCP websites.

Apologies

Frank Shennan (Greater Glasgow & Clyde Health Board) and Annie Hair (Trade Union Representative for Health Board).

Declarations of Interest and Transparency Statements

There were no declarations of interest or transparency statements intimated prior to the commencement of the meeting.

1 Minute

The Minute of the meeting of the Integration Joint Board (IJB) held on 26 January 2024 was submitted.

DECIDED: That the Minute be approved.

2 IJB Action Log

The rolling action log for the IJB was submitted.

It was noted that a report relative to the term of office of the Chair and Vice Chair of the IJB and the IJB Audit, Risk and Scrutiny Committee would be submitted to the IJB following review of the Integration Scheme; a report relative to arrangements for future meetings would be considered later in the meeting and as such the action could be closed off; a report on the refreshed ADP Strategy and high-level delivery plan would be submitted to the IJB when detail was available; and information on respite services in Renfrewshire was contained in the Chief Officers' Report which would be considered later in the meeting and as such the action could be closed off.

DECIDED: That the updates to the rolling action log be noted.

3 Membership Update

The Clerk advised that Frank Shennan's term as a non-executive director with NHSGGC would cease at the end of May 2024 and that in order to ensure continuity until this role was recruited to or replaced substantively, the Health Board had advised that it would provide a deputy over the vacant period and Michelle Wailes was in attendance at this meeting.

The Clerk further advised that Fiona Milne had intimated that she would be resigning her position as the unpaid carer representative on the IJB as of 31 March 2024 and that this would be the last meeting Fiona would attend.

It was noted that a report regarding membership would be submitted to the next meeting of the IJB.

On behalf of the IJB, the Chair thanked both Frank and Fiona for their contribution to the IJB.

DECIDED: That the position be noted and that it be noted that a report regarding membership would be submitted to the next meeting of the IJB.

4 **Chief Officer's Report**

Under reference to item 4 of the Minute of the meeting of the IJB held on 26 January 2024, the Chief Officer submitted a report providing an update on recent key developments and operational activity and additional policy developments which would be built into future workplans, strategies and action plans.

The report intimated that the contents reflected an ongoing period of change and challenge, particularly within the financial circumstances faced by the IJB.

DECIDED:

(a) That the range of key HSCP updates, as detailed in sections 4 to 7 of the report, be noted; and

(b) That the national policy updates, as detailed in sections 8 to 9 of the report, be noted.

Sederunt

Fiona Milne joined the meeting during consideration of the following item of business.

5 **Financial Report 1 April 2023 to 31 January 2024**

The Chief Finance Officer submitted a report relative to the revenue budget position at 31 January 2024 and the projected year-end position for the year ending 31 March 2024.

The report intimated that the cost pressures detailed in the report along with increasing demand created significant implications for service delivery in future years and that the IJB would be required to make difficult decisions in order to deliver recurring funding solutions.

The report advised that the projected final outturn for 2023/24 was an overspend of £861k, taking into account the in-year drawdown of earmarked winter pressure reserves, and assumed a transfer of any in-year underspend at 31 March 2024 to earmarked reserves in line with Scottish Government funding arrangements in relation to Action 15, the Primary Care Improvement Programme and the Alcohol and Drug Partnership.

DECIDED:

- (a) That the in-year position at 31 January 2024 be noted; and
- (b) That the projected year-end position for 2023/24 be noted.

Sederunt

John Trainer joined the meeting during consideration of the following item of business.

6 Sustainable Futures Programme: Progress Update

Under reference to item 7 of the Minute of the meeting of the IJB held on 26 January 2024, the Head of Strategic Planning & Health Improvement submitted a report relative to the Sustainable Futures programme.

The report provided updates on progress and related decisions which had been made on additional areas of scope within the Sustainable Futures programme and included an update on eligibility criteria and supporting assessment and care planning processes, community meals and soft facilities management.

The Chair proposed that an action be added to the action log for the next meeting that the IJB be briefed on the issues discussed at the meeting regarding Self-directed Support.

DECIDED:

- (a) That the update provided on the increasingly challenging financial context for the IJB, as detailed in section 4 of the report, be noted;
- (b) That the update on the overall savings position, as detailed in section 5 of the report, be noted;
- (c) That the update provided on the review of eligibility criteria and assessment and care planning processes, as detailed in section 6 of the report, be noted;
- (d) That the updates provided on work relating to community meals, soft facilities management and non-residential charging, as detailed in sections 7 to 9 of the report, be noted;
- (e) That the update on scoping strategic reviews and additional savings, as detailed in section 10 of the report, be noted; and
- (f) That an action be added to the action log for the next meeting that the IJB be briefed on the issues discussed at the meeting regarding Self-directed Support.

7 Sustainable Futures Programme: Final Options for Consideration

Under reference to item 5 of the Minute of the meeting of the IJB held on 24 November 2024, the Head of Strategic Planning & Health Improvement submitted a report relative to final options for consideration in relation to the Sustainable Futures programme.

The report set out details on the findings of the impact assessment processes for four proposals, initially presented to the IJB in November 2023, and sought a decision on whether each proposal should now proceed to implementation. The report advised that consideration of the Mirin and Milldale proposal at this meeting had been paused following the lodging of a petition for judicial review, as detailed in section 2 of the report.

Councillor Cameron, seconded by Councillor Airlie-Nicolson, moved that the third bullet point be removed and replaced with: “The IJB agrees to reject the Milldale and Mirin merger proposal. In the midst of a social care crisis and the impending implementation of the National Care Services bill, the shape of future policy is uncertain, therefore the IJB agrees that the status quo should remain meanwhile.”

Councillor McMillan, seconded by Ann Cameron-Burns, moved as an amendment that “The IJB agrees to points 1, 2 and 3 of the recommendations as outlaid at section 2. The IJB however rejects the option to close the flexi-care service, rejects the option to close Montrose Care Home, approves the permanent closure of Montrose and Falcon Day Care Services for older people and approves the option to reduce the capacity of the Disability Resource Centre. IJB members request that officers bring back to a future board plans on how services currently ran from Montrose Care Home can be enhanced in order to secure its long term future. Also to bring back a report on how the Flexi Care service can be further improved to provide services to some of the most vulnerable members of our communities.”

Councillor McMillan and Ann Cameron-Burns then amended their amendment by deleting reference to point 3 being agreed.

The meeting adjourned at 11.15 am and reconvened at 11.45 am.

Councillor McMillan and Ann Cameron-Burns, being the mover and seconder of the amended amendment, withdrew their amended amendment.

Margaret Kerr, seconded by Ann Cameron-Burns, moved that “Item 7, paras 7.1 and 7.2 set out that the IJB is in the process of seeking legal advice on the Judicial Review that was lodged with the Court of Session on 4 March 2024. The IJB papers, as provided to IJB members on Friday 15 March 2024, do not provide a conclusion to the engagement work that was unanimously approved by the IJB in November 2023 in respect of a proposed merger of Mirin and Milldale centres.

Members of the IJB have a responsibility for, among many other things, financial sustainability, sound financial management, and economic, efficient and effective use of resources. To do this the IJB members require full information and sufficient time to fully consider and assess the matters to make an informed decision. It is not possible to conclude on an informed basis at today’s IJB meeting. It is proposed that a fully informed decision should be made at a later (to be scheduled) date when the IJB members have been presented with officers’ complete findings and have had the information and time to make an informed decision.”

It was agreed that each of the recommendations in the report would be considered individually.

It was proposed that the first two recommendations in the report be noted. This was agreed unanimously.

In relation to the third recommendation in the report, on the roll being called between Councillor Cameron and Councillor Airlie-Nicolson's motion and Margaret Kerr and Ann Cameron-Burns' amendment, the following members voted for the motion: Councillor Adam, Councillor Airlie-Nicolson, Councillor Cameron and Councillor McMillan.

The following members voted for the amendment: Ann Cameron-Burns, Margaret Kerr, John Matthews and Michelle Wailes.

4 members voted for the motion and 4 members voted for the amendment. There being an equality of votes and there being no casting vote available to the Chair both the motion and amendment were not approved. In terms of Standing Order 9.4, the Chair advised she would consider whether to adjourn consideration of the matter to the next meeting of the IJB or to a special meeting of the IJB to consider the matter further or refer the matter to dispute resolution as provided for in the Integration Scheme.

Councillor Adam, seconded by John Matthews, moved that the proposal to close the Flexicare service, as detailed in section 8 of the report, be approved.

Councillor McMillan, seconded by Councillor Airlie-Nicolson, moved as an amendment that the proposal to close the Flexicare service be rejected.

On the roll being called the following members voted for the motion: Councillor Adam, Margaret Kerr, John Matthews and Michelle Wailes.

The following members voted for the amendment: Councillor Airlie-Nicolson, Ann Cameron-Burns, Councillor Cameron and Councillor McMillan.

4 members voted for the motion and 4 members voted for the amendment. There being an equality of votes and there being no casting vote available to the Chair both the motion and amendment were not approved. In terms of Standing Order 9.4, the Chair advised she would consider whether to adjourn consideration of the matter to the next meeting of the IJB or to a special meeting of the IJB to consider the matter further or refer the matter to dispute resolution as provided for in the Integration Scheme.

Councillor Adam, seconded by Councillor Airlie-Nicolson, moved that the proposal to reduce internal care homes from three to two, as detailed in section 9 of the report, be approved and that Montrose Care Home be closed.

Councillor McMillan, seconded by Ann Cameron-Burns, moved as an amendment that the proposal to reduce internal care homes from three to two be rejected and that Montrose Care Home be not closed.

On the roll being called the following members voted for the motion: Councillor Adam, Councillor Airlie-Nicolson, Councillor Cameron, Margaret Kerr, John Matthews and Michelle Wailes.

The following members voted for the amendment: Ann Cameron-Burns and Councillor McMillan.

2 members having voted for the amendment and 6 members having voted for the motion, the motion was accordingly declared carried.

It was proposed that recommendation six in the report be approved. This was agreed unanimously.

It was proposed that recommendation seven in the report be approved. This was agreed unanimously.

DECIDED:

(a) That the overview of engagement undertaken between December 2023 and February 2024, including the process adopted for updating the IJB on proposal development, as detailed in sections 4 and 6 of the report, be noted;

(b) That the updates provided on the process of developments for EQIAs and options appraisals, as detailed in section 5 of the report, be noted;

(c) That there being an equality of votes and there being no casting vote available to the Chair both the motion and amendment were not approved. In terms of Standing Order 9.4, the Chair would consider whether to adjourn consideration of the matter to the next meeting of the IJB or to a special meeting of the IJB to consider the matter further or refer the matter to dispute resolution as provided for in the Integration Scheme;

(d) That there being an equality of votes and there being no casting vote available to the Chair both the motion and amendment were not approved. In terms of Standing Order 9.4, the Chair would consider whether to adjourn consideration of the matter to the next meeting of the IJB or to a special meeting of the IJB to consider the matter further or refer the matter to dispute resolution as provided for in the Integration Scheme;

(e) That the proposal to reduce internal care homes from three to two, as detailed in section 9 of the report, be approved and that Montrose Care Home be closed;

(f) That the proposal to permanently close Montrose and Falcon Day Services for Older People, as detailed in section 10 of the report, be approved; and

(g) That the proposal to reduce the capacity of the Disability Resource Centre, as detailed in section 11 of the report, be approved

Sederunt

Alan McNiven left the meeting prior to consideration of the following item of business.

Stephen Cruickshank left the meeting during consideration of the following item of business.

8 2024/25 Delegated Health and Social Care Budget

The Chief Finance Officer submitted a report relative to the financial allocation and budgets made available to the IJB for 2024/25 by Renfrewshire Council and NHSGGC and outlining the main financial pressures on health and adult social care services.

The report intimated that Renfrewshire IJB was a legal entity accountable for the stewardship of public funds and ensuring that its business was conducted under public sector best practice governance arrangements and that public money was safeguarded, properly accounted for and used economically, efficiently and effectively. The budget delegated by the two partner organisations was used by the IJB to commission services which were delivered by Renfrewshire HSCP. The principles of the funding allocated by the two partner organisations were set out in the Integration Scheme, however, utilisation of this funding was delegated to the IJB.

The report advised that in terms of the Integration Scheme, partner organisations should make appropriate arrangements to fund pay awards, contractual uplifts, the impact of demographic changes and determine efficiency targets as part of their respective budget setting processes. The role of the Section 95 Officer, the IJB Chief Finance Officer, included both the adherence to professional standards as well as compliance with section 95 of The Local Government (Scotland) Act 1973 and for the IJB this included the requirement to ensure a balanced budget was set.

The report set out the implications of the Scottish Government budget for 2024/25, the Bill for which was passed on 27 February 2024 and provided an overview of the IJB's budget allocation for 2024/25.

The report highlighted that the 2024/25 budget proposals had been presented on a 'business as usual' basis and did not include any assumptions as regards any extraordinary costs which might be incurred in respect of any significant outbreak of COVID-19. For accounting purposes these costs would be recorded separately with the assumption that costs would be recovered by partners, and ultimately by government.

DECIDED:

(a) That the delegated Adult Social Care Budget for 2024/25, which formed Appendix 3 to the report, be noted;

(b) That it be noted that the delegated Health Budget for 2024/25, which formed Appendix 4 to the report, would be subject to any financial adjustments in relation to recurring budget adjustments at month 12 and any further funding allocated by the Scottish Government in respect of the impact of the 2024/25 pay award; and

(c) That the balanced budget outlined in section 9 of the report including the drawdown of required reserves in order to deliver a balanced budget for 2024/25 be agreed.

9 Hosted Services Performance 2023/24

The Head of Strategic Planning & Health Improvement submitted a report providing updates on podiatry, primary care support and GP out of hours services, the hosted services which Renfrewshire HSCP delivered on behalf of the IJB.

The report intimated that hosted services were those managed and delivered by a single IJB on behalf of two or more IJBs within NHSGC. The IJB which hosted the services was responsible for the operational oversight of the services and, through its Chief Officer, was responsible for the operational management of the hosted services on behalf of each relevant IJB within the Health Board area. The IJB was also responsible for the strategic planning and operational budget of the hosted service.

DECIDED: That the hosted services performance for podiatry, primary care support and GP out of hours services for 2023/24 be noted.

10 **IJB Audit, Risk and Scrutiny Committee**

The Chair of the IJB Audit, Risk & Scrutiny Committee provided a verbal update on the business conducted at the meeting of the Committee held on 15 March 2024.

DECIDED: That the verbal update be noted.

11 **Proposed Dates of and Arrangements for Meetings of the IJB 2024/25**

Under reference to item 11 of the Minute of the meeting of the IJB held on 30 June 2023, there was submitted a report by the Clerk relative to the proposed timetable for future meetings of the IJB to June 2025 and the arrangements for these meetings.

DECIDED:

(a) That it be noted that the next meeting of the IJB would be held at 10.00 am on 28 June 2024 and that this be a hybrid meeting in the Council Chamber, Renfrewshire Council, Renfrewshire House, Paisley;

(b) That the dates and times of IJB meetings in 2024/25, as detailed in paragraph 1.1 of the report, be approved and that it be agreed that these meetings would be hybrid meetings in the Council Chamber, Renfrewshire Council, Renfrewshire House, Paisley; and

(c) That the dates and times of the IJB Audit, Risk and Scrutiny Committee in 2024/25, as detailed in paragraph 1.3 of the report be noted and that that it be noted that these meetings would be held remotely on MS teams.

To: Renfrewshire Integration Joint Board

On: 29 April 2024

Report by: Head of Strategic Planning & Health Improvement

Heading: Sustainable Futures Programme: Further consideration of Flexicare and Mirin and Milldale options

Direction Required to Health Board, Council or Both	Direction to:	
	1. No Direction Required	X
	2. NHS Greater Glasgow & Clyde	
	3. Renfrewshire Council	
	4. NHS Greater Glasgow & Clyde and Renfrewshire Council	

1. Summary

1.1. Following the IJB's meeting in March 2024, this special IJB meeting has been arranged to focus on two savings proposals:

- The closure of the Flexicare service; and
- The merge of the Mirin and Milldale day services.

1.2. The paper sets out the process which has been followed to engage on the initial proposals and subsequently develop options appraisals and full EQIAs for the IJB's consideration. The detail of these assessments has been shared with IJB voting members and is summarised in this paper to inform the IJB's decision making at this meeting.

2. Recommendations

It is recommended that the IJB:

1. Consider the assessment of the option to close the Flexicare service, and approve or reject implementation of this proposal (Section 7);
- 2a. Consider the assessment of the option to merge Mirin and Milldale Day Services, and approve or reject implementation of this proposal (Section 8); and
- 2b. Should approval be provided under recommendation 2a, confirm the preferred location of the merged Mirin and Milldale service or identify further information required to reach a decision (Section 8).

3. Background

- 3.1. At its meeting in March 2024, the IJB considered several final savings proposals which had been developed following a period of engagement, options appraisal and the development of full EQIAs. As part of these considerations, IJB voting members voted on a motion to approve the proposal to close the Flexicare service, which resulted in a split vote of four votes to approve the proposal, and four votes to reject the proposal.
- 3.2. Section 9.4 of the IJB's Standing Orders states that 'in the case of an equality of votes the Chairperson or any other Voting Member shall not have a second or casting vote. If the members still wish to pursue the issue voted on, the Chair may either adjourn consideration of the matter to the next meeting of the IJB or to a special meeting of the IJB to consider the matter further or refer the matter to dispute resolution as provided for in the Integration Scheme. Otherwise, the matter shall fall'.
- 3.3. In line with these Standing Orders, the IJB's Chair and Vice Chair agreed following the meeting in March that a special meeting should be convened prior to the next scheduled meeting of the IJB at which the Flexicare proposal would be further considered.
- 3.4. In addition, the results of the options appraisal and EQIA process for the proposal to merge the Mirin and Milldale day services were not submitted to the meeting. This followed receipt of papers relating to a petition of a judicial review of the decision made by the IJB to progress further development of the proposal in November 2023, and was to allow the IJB to obtain further legal advice on the petition. At the meeting an amendment to the Sustainable Futures paper's recommendations was raised to reject the Mirin and Milldale merger proposal, maintaining the status quo for the time being. A further amendment was also raised which requested that any decision on the Mirin and Milldale proposal be made at a later date once IJB members had received and been able to consider the full analysis undertaken by officers, including the options appraisal and full EQIA. Each amendment received four votes. In line with the IJB's Standing Orders, full consideration will be given to the Mirin and Milldale proposal at this special meeting.
- 3.5. Following the outcome of the meeting in March, this paper provides the summary scoring and commentary for each of the Flexicare and Mirin and Milldale proposals for the IJB's consideration and decision-making. The paper is submitted within the context of the IJB's budget which was approved at its March meeting and set out measures to address the estimated net funding gap for 2024/25 of £15.09m on a non-recurring basis. The funding gap for future financial years based on a medium case scenario and applying a range of assumptions is an estimated £11.835m for 2025/26 (this is the gap remaining after the drawdown of remaining reserves not utilised in 2024/25), and circa £34.98m in 2026/27. These figures are however subject to change and will be updated as assumptions on the projected deficit become clearer over time.

- 3.6. The financial challenges for the IJB as set out above are significant and are similar to those faced by IJBs across Scotland. A review of IJB budget setting processes over recent weeks has identified the breadth of difficult savings proposals which IJBs have necessarily been required to approve. This includes, but is not limited to, a reduction in or cessation of services, reductions in staffing, the implementation of waiting lists and further service transformation to deliver additional efficiencies and savings.

4. Further assessment of options: approach to engagement

- 4.1. The update to the IJB at its meeting in March provided a summary of the engagement activity which has been undertaken in relation to the proposals considered under Sustainable Futures, as agreed in November 2023. This process extended into February 2024 to ensure appropriate opportunity to engage with service users and residents potentially impacted by the proposals under consideration. IJB members had the opportunity to attend several of these sessions to hear feedback, with the engagement programme for the Mirin and Milldale and Flexicare proposals being considered today including the following activity:

Flexicare proposal

- Two sessions to engage with families and carers, both online and in person, were held. One session was held with current service users.
- Two staff engagement sessions were also held, supported by opportunities for staff to discuss questions with their line managers outwith these sessions.
- A total of 31 attendances (9 service user attendances / 11 family and carer attendances / 11 staff attendances) were recorded. No online or paper feedback was submitted.
- It should be noted however, that the figures above may include staff and family members / carers who attended more than one session.

Mirin and Milldale proposal

- A total of six sessions to engage with families and carers, both online and in person, were held for Mirin and Milldale to reflect the level of demand. This included engagement with Supported Living providers and families, carers and guardians. A further online session for Supported Living carers and guardians was arranged however there were no attendees.
- Two staff engagement sessions were held, both online and in person, supported by opportunities for staff to discuss questions with their line managers outwith these sessions.
- Reflecting the HSCP's duty to engage with service users as part of any change process, officers have sought to engage with service users where this was possible. Three sessions were offered for service users at Mirin and Milldale, one of which was focused on individuals in Supported Living. The HSCP was able to engage with two Mirin and Milldale service users to ascertain their view however plans to engage with the wider group did not progress due to issues raised by welfare

guardians relating to the content and process of the engagement sessions. Guardians were assured plans for these sessions would take account of individual's needs and abilities and that these were developed in collaboration with the HSCP's skilled Participation Officer and Speech and Language Therapist. Advocacy organisations and Renfrewshire's Chief Social Work Officer were also consulted on the approach and content and the Chief Social Work Officer confirmed it was the HSCP's duty to establish the views, where possible, of any individual who has a welfare guardian.

- In total, 192 attendances for Mirin and Milldale (2 service user attendances / 115 family and carer attendances / 75 staff attendances) have been recorded through the 12 sessions arranged, with an additional 17 online or paper feedback forms were received.
- It should be noted however, that the figures above include both staff and family members / carers who attended more than one session.
- The provision of a write up of key points raised in engagement sessions to show that discussions had been captured, supported by factsheets and FAQs.

4.2. In addition to the engagement outlined above, the HSCP has continued to respond to enquiries, Freedom of Information requests and complaints received. A total of 94 enquiries have been received to date relating to Mirin and Milldale, with a further six FOI requests and one complaint. Four enquiries have been received relating to Flexicare. These figures count each individual enquiry received but include instances where individuals submitted multiple enquiries. IJB members have also received a range of communications during this time and engaged with individuals and groups separately.

4.3. The HSCP has sought to reflect lessons learned through the engagement process to ensure that issues that have arisen in relation to distribution lists, access to online meetings, and the provision of notes following engagement events are addressed as far as possible. The HSCP will also continue to review emerging lessons to inform the future programme approach.

5. EQIA and options appraisal process adopted

5.1. The paper considered by the IJB at its March meeting set out the approach taken to developing Equality Impact Assessments and Options Appraisals as agreed by the IJB in November 2023. This detail is included in this paper again for completeness and ease of reference.

Development of Equality Impact Assessments (EQIAs)

5.2. The feedback received through the engagement process set out above in Section 4 has been combined with available HSCP data, professional expertise and research into relevant national policy, legislation, and examples of good practice elsewhere to develop EQIAs for each of the proposals considered within this paper. These impact assessments enable consideration of whether any proposed changes have a disproportionate impact on people

with one or more of the 9 protected characteristics covered under the Public Sector Equality Duty.

5.3. To undertake an EQIA, the HSCP utilises the process, guidance and templates made available by NHSGGC's Equality and Human Rights Team. This is utilised for all relevant proposals and strategies developed by the HSCP (both health-related and social care-related) as it ensures a consistent, logical, and robust assessment is carried out each time, so that the IJB and HSCP meet their legal duties under the Equality Act 2010 and the Public Sector Equality Duty in Scotland. Other HSCPs also follow the process developed by NHSGGC for EQIAs they carry out. In doing so, the following steps have been undertaken:

- Draft EQIAs were developed, utilising data available and drawing upon the feedback provided during engagement sessions and related research.
- These draft EQIAs were submitted to the Equality and Human Rights Team for review, comment, and further guidance for development.
- The EQIAs were updated and considered by each Project Board, and further reviewed for quality assurance by the Equality and Human Rights Team.

5.4. In developing the EQIAs, the HSCP recognises that these assessments are intended to be 'live' documents that are subject to future review and update. Where additional evidence becomes available, this will be included within future iterations of the assessments.

5.5. Reflecting the points set out above, the range of proposals submitted to the IJB in November 2023, and agreed for further assessment, sought to be equitable and fair in identifying savings across all service user groups. At present, the IJB has agreed to proceed with a subset of the proposals set out relating to services for older people and people with physical disabilities. The overall impact of agreed savings proposals on particular service user groups will be considered in future iterations of equality impact assessments as appropriate.

The Options Appraisal process and criteria

5.6. The options presented for the IJB's consideration at this meeting have been assessed using the following consistent criteria and weighting as part of this options appraisal, as set out in the table below. These criteria have been developed to align with good practice options appraisal processes and were considered and approved by the Sustainable Futures Programme Board. This assessment has also been informed by the feedback received and the equality impact assessment process.

No.	Criteria	Weighting
1	Contribution to budget sustainability and ability to deliver cost effective services (e.g., net savings or opportunity for increase in income)	35%

2	Impact on service quality / outcomes, including: <ul style="list-style-type: none"> • Impact on service users • Impact on families and unpaid carers • Impact on staff • Impact on Service Level Agreements • Impact on local, board level and national targets 	25%
3	Alignment with Strategic Plan themes, Workforce Plan and relevant policy & legislation	10%
4	Risk Impact	10%
5	Reputational Impact	10%
6	Ability to implement	10%

5.7. In using this options appraisal approach, the following points provide further detail on the nature of the process and how it has been applied:

- It is important to weight criteria to reflect that some have greater importance than others. For example, the contribution to budget sustainability should have higher importance than the difficulty of implementing a proposal. Weighting means that some criteria will contribute more to the overall score than others.
- Linked to the above point, reflecting that the current focus of the Sustainable Futures programme is on achieving financial sustainability, this has been weighted at 35%. However, it is essential that the impact of proposals on service quality are given equal weighting, which is provided through the combination of criteria 2 and 3. Implementation requirements account for the remaining 30% of the weighting.
- Each proposal is given an initial score between 0 to 10 against each of the criteria. These scores can then be multiplied against the weighting identified to provide an overall weighted score for comparison. The maximum weighted score any option could achieve across all of the criteria is 10.
- Where a single proposal has been identified, for example the proposed closure of the Flexicare service, this has been scored against the current 'As Is' position to provide a comparison, in line with good practice for options appraisals.

5.8. In addition, the following examples explain how scoring has been undertaken for each of the criteria included in the appraisal process:

- The contribution to budget sustainability scores are scored comparatively against one another. For example, if an option was proposed to save £200k, this would be given an initial score of 10, to give a weighted score of 3.5. If the alternative option was expected to save £100k, this would be given an initial score of 5, to give a weighted score of 1.75.

- For the scores for ‘impact on service quality’ and ‘alignment with strategies, policies and legislation’, the more positive the impact and alignment, the higher the initial score on the scale of 0 to 10.
- However, for the risk impact and reputational risk criteria, the higher the associated risk or reputational impact, then the lower the score on the scale of 0 to 10 will be to reflect the more negative impacts that have identified. For example, a proposal that had no risk attached would score 10, however an alternative proposal which was deemed high risk would be scored closer to 0.
- The easier a proposal is to implement, the higher the initial score provided on the scale of 0 to 10.

5.9. The progress made in developing options, and each options appraisal assessment has been considered by each Project Board and the Sustainable Futures Programme Board. Further details on the assessments are provided in the following sections of this paper and supporting appendices. As noted above, IJB members have received additional details through the development session process, alongside briefing documentation, to support their decision-making. This is set out in the following section.

6. Options development and detailed discussion with the IJB

6.1. The IJB approved the broad scope of the Sustainable Futures approach in March 2023 and agreed the scope and structure of the programme at its following meeting in June 2023. Following this agreement, programme governance arrangements were put in place and detailed work commenced on the development of potential savings options.

6.2. The update papers provided to the IJB have continued to set out the breadth and complexity of the activity that has been undertaken to identify these initial options, and subsequently to engage with stakeholders on these prior to development of options appraisals and equality impact assessments. However, given the scale of ongoing activity, it is not possible to include all of the detailed analysis undertaken in the papers that the IJB is asked to consider.

6.3. The HSCP has therefore continued to engage with IJB members throughout the Sustainable Futures programme. To date, this has included a series of development sessions both in-person and online, to provide further detail on emerging proposals and opportunity for additional discussion and questions. These sessions have also been supported by supplementary documentation covering questions relating to national policy, the current baseline of services within scope, the nature of proposals, and mitigating actions for risks or negative impacts identified. The development session briefings have been intended to support IJB decision-making, and a summary is set out in the table below:

Date	Nature of Development Session Briefing
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27 October 2023	Discussion on updated approach to Sustainable Futures programme and identified proposals to be included within November IJB papers.
17 November 2023	<p>Session for IJB voting members providing further opportunity to discuss options for consideration at November meeting and to ask further clarifying questions.</p> <p><i>Note: At its November meeting, the IJB gave approval to proceed with further assessment of the options set out in the Sustainable Futures paper, to be brought back for final consideration in March 2024.</i></p>
15 December 2023	Update on early engagement process and initial feedback received.
25 January 2024	<p>Development Session for IJB voting members covering content of papers prior to IJB meeting on 26 January covering:</p> <ul style="list-style-type: none"> • Programme update, including an update on engagement process undertaken to date, including lessons learned. • Opportunity for in depth discussion and consideration of scenarios to articulate potential impact of proposed changes to non-residential charging policy captured in IJB paper, supported by FAQs. <p><i>Note: At its January meeting, the IJB agreed that recommendations should be submitted to a subsequent Leadership Board meeting.</i></p>
23 February 2024	<p>Development session for all IJB members covering:</p> <ul style="list-style-type: none"> • Focus on residential care proposal covering its rationale, engagement carried out and implications including staffing models and impact on residents and families affected. • Focus on the Mirin and Milldale proposal, recognising challenges raised through engagement process. Further details provided on the national policy context, current demand, benchmarking against other HSCPs, and key features of the proposed model. Supported by detailed policy and proposal briefing documents. • Overview of current position of wider projects and update to be provided at the March IJB.
13 March 2024	Session for IJB voting members covering:

	<ul style="list-style-type: none"> • Content of papers to be considered at the March IJB meeting, including the assessments which the IJB would be asked to consider. • An update on the options appraisal process and EQIAs. • Update and discussion on the petition for Judicial Review. <p><i>At its meeting on 22 March 2024, IJB voting members were unable to reach agreement on the Flexicare proposal, or amendments raised relating to the Mirin and Milldale proposal.</i></p>
26 April 2024	IJB Development Session held to further discuss the Mirin and Milldale and Flexicare proposals. The full Options Appraisals and EQIAs were issued to voting members in advance to support consideration and discussion.

7. Closing Flexicare service: assessment

- 7.1. The assessment for the closure of the Flexicare service included a comparison of the proposal against the status quo position which would maintain provision of Flexicare. The results of this assessment are provided in the table below. The IJB is asked to further consider the assessment and decide to approve or reject implementation of this proposal.

Options Appraisal Summary: Closure of the Flexicare Service	
Option	Overall score (Max score 10)
Closure of the Flexicare service	5.10
No change (As Is position)	3.55
Commentary on assessment:	
<ul style="list-style-type: none"> • The assessment undertaken shows that the proposal to close the Flexicare service scores more highly than the 'As Is' position. • The assessment also recognises that there is less risk and reputational impact associated with maintaining the current position. • It is also noted that Flexicare is not a registered service and the nature of the service provided is based on a time-limited period for individuals who may access support for a short time each week. • The overall scoring reflects reduced service utilisation and challenges in engaging with registered service users. 45 service users have been identified as priority as they do not currently access other RLDS services. Within this cohort 37 people are engaged and access the service a maximum of 1 to 3 hours each week, with some accessing on a fortnightly basis. 	

- The service has also lost volunteers following the pandemic and has been unable to resume business as usual activity as a result. In assessing this proposal, there would be opportunities to retain volunteers and link with other service areas.
- Concerns have been raised during the engagement process regarding the closure of the service. These have been captured within the EQIA and include impact due to age and disability, and mitigating actions have also been identified.
- **The proposal would provide savings of £170k.**

8. Merge of Mirin and Milldale day services: assessment

8.1. The assessment carried out in relation to the proposed merge of Mirin and Milldale day services has considered two elements:

- An assessment of the proposal against the 'As-is' position; and
- Should the IJB approve a decision to merge the day services, an assessment of which location would be most appropriate for the merged service.

8.2. Further details on scoring are provided in Appendix 1. The IJB is asked to consider the assessment and decide to approve or reject implementation of this proposal.

8.3. Pending this decision, and in recognition of the similar scores identified for each location, the IJB is also asked to identify the preferred location for a merged service or identify further information required to reach a decision.

Options Appraisal Summary: Merge Mirin and Milldale Day Services	
Option	Overall score (Max score 10)
Merge Mirin and Milldale Day Services	8.0
No change (As Is position)	3.9
Additional Analysis: Most appropriate location for the merged service	
Utilisation of Mirin (Lagoon Centre, Paisley)	8.0
Utilisation of Milldale (On-X Centre, Linwood)	7.65
Commentary on assessment:	
<ul style="list-style-type: none"> • The assessment undertaken shows that the proposal to merge Mirin and Milldale services scores more highly than the 'As Is' position. Further assessment shows that Mirin (at the Lagoon Centre, Paisley) 	

scores slightly higher when considering the most appropriate future location for a merged service, if approved.

- The overall assessment process has taken into account the concerns and opposition raised to the proposal during the engagement process.
- The analysis also identified the potential reputational risk for the IJB and HSCP should the IJB choose to approve implementation of the proposal. However, consideration was also given to the reputational risk which may also arise for the IJB and HSCP nationally as local service models continue to be misaligned with Scottish Government policy and guidance.
- The proposal aligns with commitments in the IJB's Strategic Plan and with Scottish Government policy and would enable enhanced, more flexible, staffing models to be put in place within the merged service meeting current and projected demand for services, which has reduced by 27% from its peak level of 190 registered service users in 2019.
- Following implementation, the level of day service places available for adults with learning disabilities (places would be available for 25% of all adults on a daily basis) would remain above the Scottish average (according to SCLD, 18% of adults with a learning disability attended a day centre in 2019).
- As noted above, the scoring identifies Mirin (Lagoon Centre, Paisley) as the most appropriate location. Postcode analysis has shown that use of Mirin would reduce cumulative travel time and enable access to a higher level of community supports within close proximity than use of Milldale. However, it is recognised that the overall scoring for future location is very close and therefore a decision is requested from the IJB in this regard.
- The EQIA undertaken has included assessment of the concerns raised during the engagement process relating to impact on individuals, including continued access to services and communication. Potential impacts due to age and disability have been identified with mitigating actions identified.
- **The proposal would provide savings of £458k.**

- 8.4. Should the IJB choose to proceed with this proposal, implementation will not occur immediately. The HSCP will work with impacted individuals, families, and carers to develop individual plans to support people through the change process. Implementation would be phased over an expected period of four to 6 months to ensure the needs of each individual are reflected, and to support staff through the process.

Implications of the Report

1. **Financial** – This paper captures the final proposals for the Flexicare and Mirin and Milldale options initially considered by the IJB in November 2023. Approval was provided to undertake further analysis of these. The paper also sets out the full year savings impact of the proposals, should they be approved.

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2. **HR & Organisational Development** – HR colleagues, alongside Staff-side and Trade Union colleagues are members of the Sustainable Futures Programme Board and retain oversight of programme progress and the development of options appraisals. Proposals set out will have an impact on staff and the HSCP will continue to apply existing HR processes and policies to support staff impacted.
 3. **Strategic Plan and Community Planning** – This paper aligns with the Sustainable Futures theme set out within the IJB's Strategic Plan 2022-25.
 4. **Wider Strategic Alignment** – This paper also aligns with the IJB's Medium Term Financial Plan 2022-25.
 5. **Legal** – All updates in this report are consistent with the HSCP's statutory duties and support delivery of the Public Bodies (Joint Working) (Scotland) Act 2014.
 6. **Property/Assets** – The proposals considered, should they be implemented, will to impact on the HSCP's existing use of property. Ownership of property currently utilised remains reserved to NHSGGC and Renfrewshire Council and engagement with these partners will remain ongoing.
 7. **Information Technology** – No implications from this report.
 8. **Equality & Human Rights** – The proposals discussed in this paper have been subject to the development of full equality impact assessments (EQIAs). These are live documents which will be reviewed and updated as appropriate in future.
 9. **Fairer Scotland Duty** – Any implications on the Fairer Scotland Duty from the proposals identified have been captured and assessed as part of the EQIA process.
 10. **Health & Safety** – The proposals considered, should they be implemented will impact on the property and assets currently utilised. Implementation of changes to service models, staff ways of working and building usage, should they be approved, will continue to involve engagement with Health & Safety.
 11. **Procurement** – No implications from this report.
 12. **Risk** – Risks and issues arising from the contents of this report are tracked and managed on an ongoing basis and incorporated into reports to the IJB Audit, Risk and Scrutiny Committee as appropriate.
 13. **Privacy Impact** – No implications from this report.
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List of Background Papers: None

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Appendix 1: Options Appraisal Scoring and Commentary

Closure of Flexicare Service

Option	Overall score (Max score 10)	Viability	Deliverability		Feasibility		
		Budget Sustainability	Impact on service quality	Alignment with Strategic Plan and Policy	Risk Impact	Reputational Impact	Ability to implement
Closure of the Flexicare service	5.10	3.5	0.5	0.3	0.3	0.2	0.3
No change (As Is position)	3.55	0.0	1.25	0.7	0.6	0.5	0.5

Commentary on scoring

Findings

- The closure of the Flexicare service has a higher score than the current 'As-Is' position. This reflects the potential savings achievable. The scoring recognises that there is less risk and reputational impact associated with maintaining the current position.
- The scoring also reflects the removal of an element of choice from individuals' support.

Supporting Commentary

- The closure of Flexicare would achieve savings of £170k.
- Flexicare is not a registered service. The nature of the service provided is based on a time-limited period for individuals who may access support for a short period of time each week.
- Due to a loss of volunteers post-pandemic, the service has been unable to resume business as usual activity.
- Continued provision of support to those registered to attend the service has proved challenging, as service utilisation has also decreased in recent years and the level of active engagement has also decreased.
- 45 service users have been identified as priority as they do not currently access other RLDS services. Within this cohort, 37 people are engaged and access the service a maximum of 1 to 3 hours each week, with some accessing on a fortnightly basis.

- Some of those who attend have never had a formal adult social care assessment and therefore are not aligned with the HSCP eligibility criteria which currently meets substantial and critical need only. It is likely that some people attending would not meet this threshold. Further work is underway to determine what proportion of service users may require a care package following service closure.
- The service would require further review if not closed.
- Concerns have been raised during the engagement process regarding the closure of the service. These have been captured within the EQIA and include impact due to age and disability. Individuals impacted will be supported through individual plans and the HSCP will continue to promote equality of opportunity through its service models for people with learning disabilities and/or autism, providing alternative service options or signposting to wider support available, in line with the IJB's Strategic Plan and national policy.

Merge of Mirin and Milldale Day Services: Scoring Breakdown

Option	Overall score (Max score 10)	Viability	Deliverability		Feasibility		
		Budget Sustainability	Impact on service quality	Alignment with Strategic Plan and Policy	Risk Impact	Reputational Impact	Ability to implement
Merge Mirin and Milldale Day Services	8.0	3.5	2.0	0.8	0.8	0.2	0.7
No change (As Is position)	3.9	0.35	1.25	0.4	0.5	0.5	0.9
Additional Analysis: Most appropriate location for the merged service							
Utilisation of Mirin (Lagoon Centre, Paisley)	8.0	3.5	2.0	0.8	0.8	0.2	0.7
Utilisation of Milldale (On-X Centre, Linwood)	7.65	3.5	1.75	0.8	0.8	0.2	0.6
Commentary on scoring							
Findings							
<ul style="list-style-type: none"> The assessment identifies the proposal to merge Mirin and Milldale services as the highest scoring option, following which Mirin (Lagoon Centre, Paisley) has been assessed as scoring slightly higher than Milldale (On-X Centre, Linwood) when considering the most appropriate location for a merged service. The assessment reflects the saving achievable through the merge of services, and the alignment of this proposal with the IJB's Strategic Plan and with the intent and direction of national policy. Concerns and opposition to the proposal have been raised during the engagement process, and potential use of Mirin (Lagoon Centre) as a location for the merged service. These have been captured within the assessment process. 							
Supporting Commentary							
<ul style="list-style-type: none"> The merge of the two services would enable savings of £458k to be made. 							

- Maintaining the 'As Is' position would require no disruption to families, carers or service users however there is a need for additional activities to support the broad age range of people accessing services due to people living for longer.
- However, the merge of the service would enable all those in family-based care to continue to access services, with no change to each individual's current allocation of transport provision. Those in Supported Living would have personalised plans developed, with support provided by their Supported Living provider. Engagement with providers has been positive.
- Following implementation, the level of day service places available for adults with learning disabilities (places would be available for 25% of all adults on a daily basis) would remain well above the Scottish average (18% of adults with a learning disability attended a day centre in 2019, SCLD).
- The proposal to merge would deliver on commitments in the IJB's Strategic Plan and Scottish Government policy to explore wider community-based support with reduced reliance on building-based provision (whilst still maintaining this offer), and it would enable higher, more flexible, staffing ratios to be put in place, whereby the current model is more challenging to maintain and staff. This would enable the service to meet current and projected demand, which has reduced by 27% from its peak level of 190 registered service users in 2019.
- The analysis also identified the potential reputational risk for the IJB and HSCP should the IJB choose to approve implementation of the proposal. However, consideration was also given to the reputational risk which may also arise for the IJB and HSCP nationally as local service models continue to be misaligned with Scottish Government policy and guidance.
- Both locations have similar facilities however postcode analysis has shown that use of Mirin (Lagoon Centre) will reduce overall travel time required for people to access the service. In addition, higher levels of community-based activities are available within proximity of the service in Paisley than for Milldale in Linwood. However, it is recognised that the overall scoring for future location is very close and therefore a decision is requested from the IJB in this regard.
- The EQIA undertaken has included assessment of the concerns raised during the engagement process relating to impact on individuals with disabilities and families and carers including concerns around continued access to services and communication needs. In particular, potential issues raised relating to age and disability have mitigating actions identified where necessary. The EQIA also notes the intention to minimise impact by ensuring that those require building-based support continue to receive this whilst enabling other individuals to access wider forms of support in the community, where appropriate.