

A Digital Approach to Multi-Partner Liberty Protection Safeguards (LPS)

Discovery Report

September 2019

lookinglocal

in partnership with



With funding from:
NHS Digital

Context

The problem

The bill to replace the Deprivation of Liberty Safeguards (DoLS) has been agreed by Parliament and a new model for authorising deprivations of liberty in care, called the Liberty Protection Safeguards (LPS), will replace the DoLS system.

The LPS are designed to provide a more efficient alternative to DoLS, which has seen applications in England rise from 13,000 in 2013-14, to 227,400 in 2017-18, with a backlog of 125,630 at the end of the year.

The LPS model needs to be able to cope with increased demand at both a user and data level.

Increase in caseloads

Whilst it's difficult to put firm figures on how LPS will affect caseloads for local authorities, some are estimating that they will lose between 10%-30% of their current caseload to health services. Nationally the accepted figure as published by NHS Digital is 20%. However, on average they are expecting their overall caseloads under LPS to double.

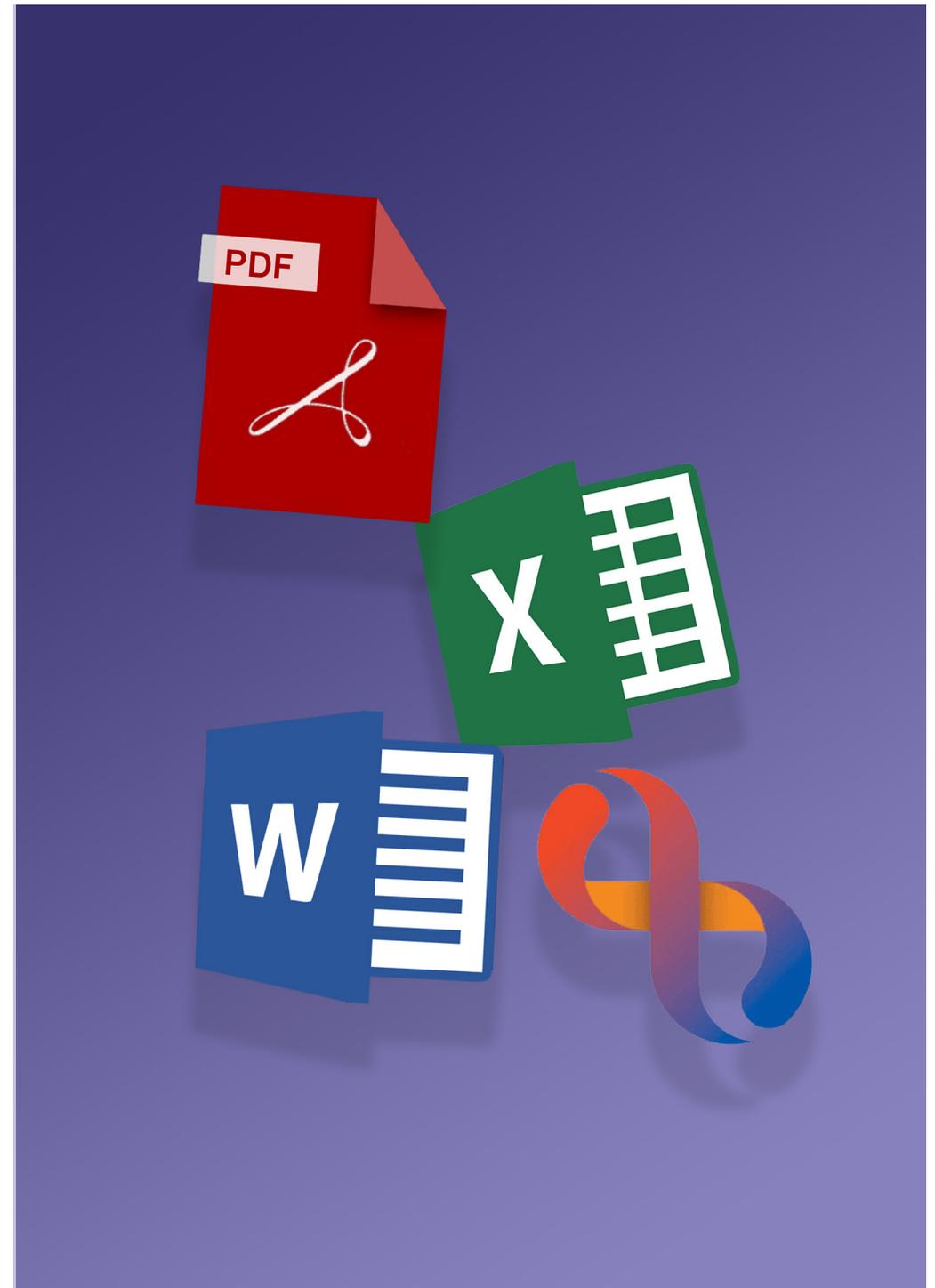
Where we are now

Currently, the various parties involved in the discovery project complete a series of forms derived from the standard set of ADASS forms, mostly exchanging digital documents (Word/OpenOffice documents and fillable PDFs) by email. Occasionally some parties may resort to completing paper copies of these forms.

Tracking of status is done in various ways specific to each organisation, e.g. case management systems, marked email or spreadsheets.

There is not a single “source of truth” for a particular case that is available to all parties.

The number of unauthorised DoLS is unacceptable to the responsible bodies.



Hypothesis

This discovery will explore and test the hypothesis that a secure, digital, collaborative assessment solution, which combines collaborative forms with smart workflow, will reduce the number of unauthorised deprivations of liberty under the DoLS scheme first and then under the LPS scheme when this is introduced next year. By providing a solution to help reduce the backlog under the DoLS scheme, we will have the opportunity to test the approach and features that will also be useful when LPS is introduced.

Describing success - Press Release

The Local Government Association Liberty Protection Safeguards project has successfully collaboratively delivered a secure digital platform where multiple organisations are able to make the necessary Deprivation of Liberty referrals, pre-authorisation reviews and assessments required to ensure there are no unauthorised Deprivations of Liberty under the LPS scheme.

The new system was designed with end-users right from the discovery phase through to a polished product, which is crucial to enabling a wider range of more generalist staff to play their role in this process. As a result, the platform is delivering real efficiency savings and improvements to quality, whilst ensuring the robust processes and procedures are being followed.

There are now no unauthorised Deprivations of Liberty even though we are facing increased volumes. The relevant responsible bodies are able to monitor, review and report on the progress/status of each Deprivation of Liberty in place within their remits/ geography and the subject, their friends, family and those involved in their care are able to access their record securely.



Project vision

A collaborative decision support system to enable users of participating organisations to fulfil their statutory obligations under DoLS and through transition into LPS.

Discovery phase team

The core team structure for this discovery team:

□ Product Owner: **Lianne Hawkins**

□ Technical Lead: **John Latham**

□ Project Manager: **Tony Thompson**

□ Service User Group:

Bristol City Council

Coventry City Council

Dorset Council

Kirklees Council

Royal Borough of Windsor & Maidenhead

□ Stakeholders Group:

ADASS

NHS Digital

LGA



Measuring success

Whilst the project is still at an early stage, measurable improvements might include:

Proactive assessments

more assessments being done in advance of placements being made/during the care act assessment.

Quality improvements

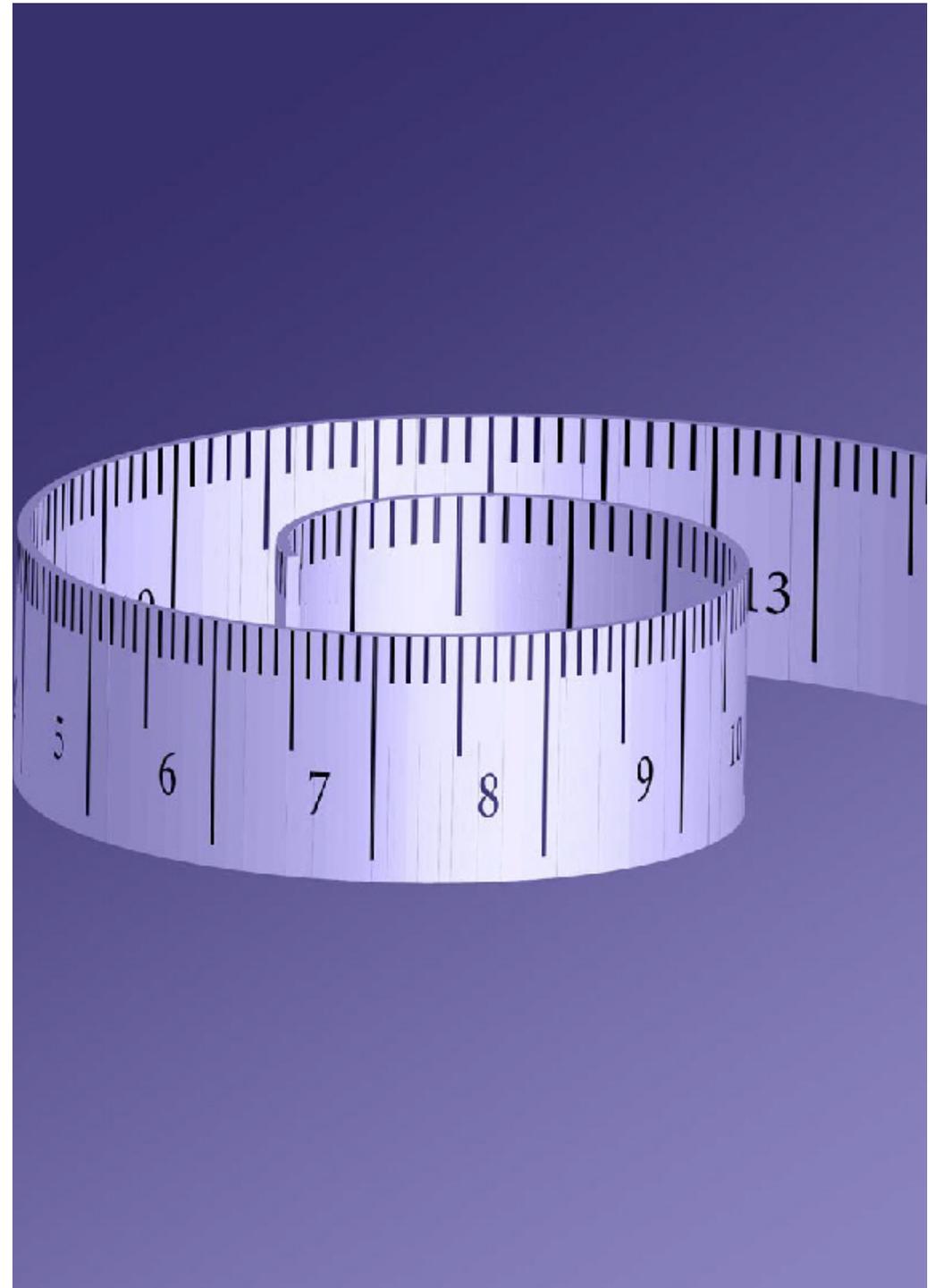
increased quality of assessments being submitted to the council/hospitals/CCGs first time round by more generalist staff, to ensure the right outcome for the subject.

No unauthorised Deprivations of Liberty

increased court challenges, robust auditing and processing times with a timely fashion.

Better reporting

more efficient reporting mechanisms for NHS Digital returns.

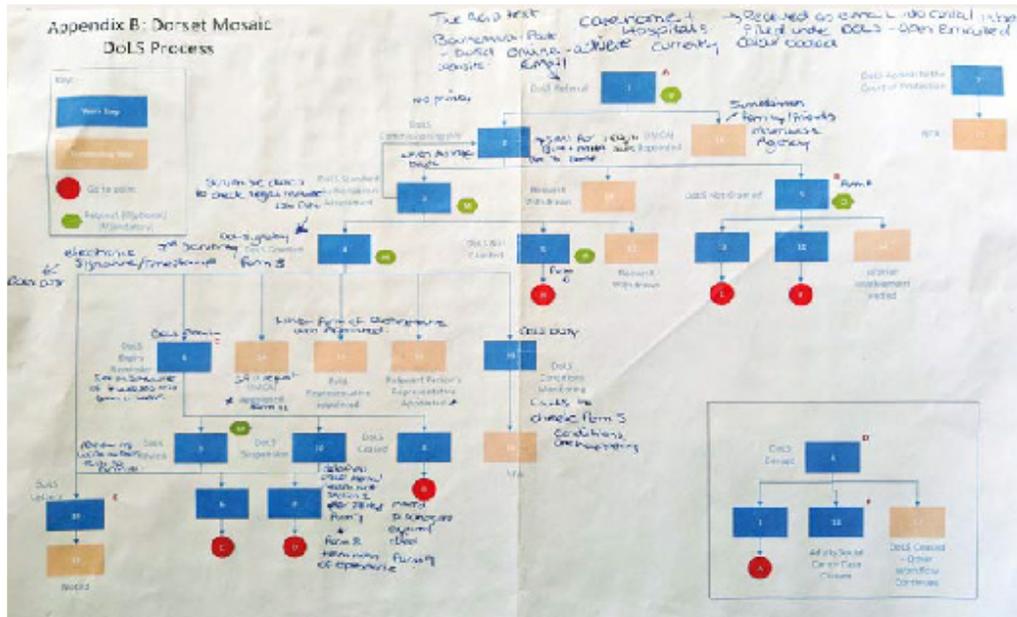


Our approach

Understanding

In this first discovery phase, our approach was designed to help us better understand the problem by exploring the user needs, the pain, the policies, and any technical constraints through primary and secondary research.

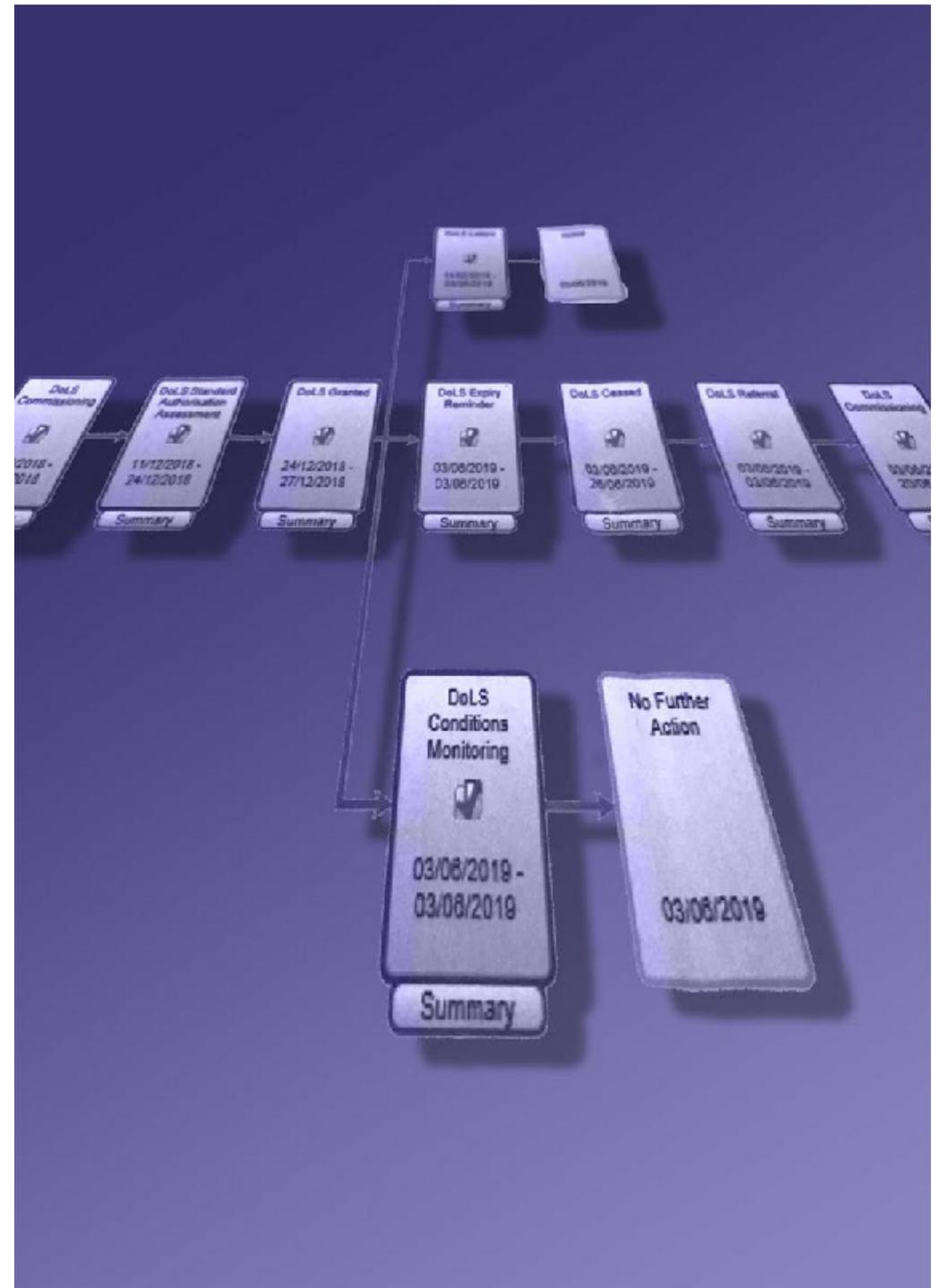
We held a discovery workshop in August 2019 attended by 5 councils, the IPC, NHS Digital, LGA, ADASS and CC2i.



Discovering

Looking Local's multi-disciplined project team visited stakeholder sites to discover how the current process works. We noted the contrasting approaches adopted by different stakeholders, we logged the commonalities, and searched for areas that could be improved with a digital solution. Our visits consisted of:

- Contextual face-to-face interviews
- Shadowing teams using existing back-office systems
- User journey mapping



Research findings

Seven areas where digital can play a role

Digital acid test:

Digital triage using the acid test to check that authorisation of a dol is needed.

Digital referral/notification:

The initial referral/notification into the responsible body would benefit from standardisation and digitisation to ensure the quality and completeness of the information being submitted into the organisations. Improvements in this process would ensure the criteria are met and provide as much information to the assessors as possible right from the start of the process.

Digital standardised assessment forms:

The assessment process is a source of pain in the current DoLS process and this is expected to worsen with the introduction of LPS. Given that the assessments are anticipated to be conducted by more generalist staff, there are some concerns about the quality of future assessments under the LPS scheme. By introducing well designed digital assessment forms, supported by guidance and information, it is possible to encourage good quality and comprehensive assessments first time, thus reducing overall processing time. Where there is a need for collaboration on these forms, it would be beneficial to introduce a digital means of co-producing the final versions. With increased volumes expected, improvements to quality and time efficiency is crucial.

Seven areas where digital can play a role

Database of IMCA Service Providers:

Under LPS it is expected that each responsible body will need to ensure they have sufficient number of IMCAs for their caseload. There is a limited supply of qualified IMCA resources so a method of recording the details of these organisations (particularly for out of area cases) would be beneficial, and could enable a pooling/scheduling of resources across geographies.

Database of Assessors:

The forthcoming LPS legislation will see an increased need for assessors. In a similar way to the above, a tool that enables their identification, along with an ability to schedule relevant resources will be needed in order to ensure the authorised Deprivation of Liberty is in place within a timely manner. It is not yet clear if there will be permission to use independent assessors.

Training:

Whilst training is out of scope for this project, it has been identified as universally critical to ensuring the quality of decision making is maintained when assessments are being rolled out to more generalist staff. A particular concern was medical staff and care homes being able to understand and identify mental capacity in the first place. More broadly this is about far better levels of training for all staff (across all relevant organisations) that need to better understand the Mental Health Act.

Collaborative case management:

A fundamental aspect of the introduction of the LPS scheme is the move to multiple responsible bodies and a desire to share access to relevant cases across these bodies. This brings a challenge simply because they typically operate within their own separate digital silos. Development of a shared LPS product can tackle this challenge. Appropriate

Technical findings

Disparate systems

The following list represents a cross-section of the care management systems and information sharing methods currently in use by the partner organisations and other organisations those partners interact with to process Deprivations of Liberty under DoLS.

- **Liquid Logic** - Bristol City Council
- **CareFirst** - Kirklees Council
- **Mosaic** - Dorset Council
- **MS Dynamics Care Director** - Coventry City Council
- **Paris** - Royal Borough Windsor & Maidenhead
- **RiO & System1** - Health
- **Excel** - Used by most for NHS Digital returns



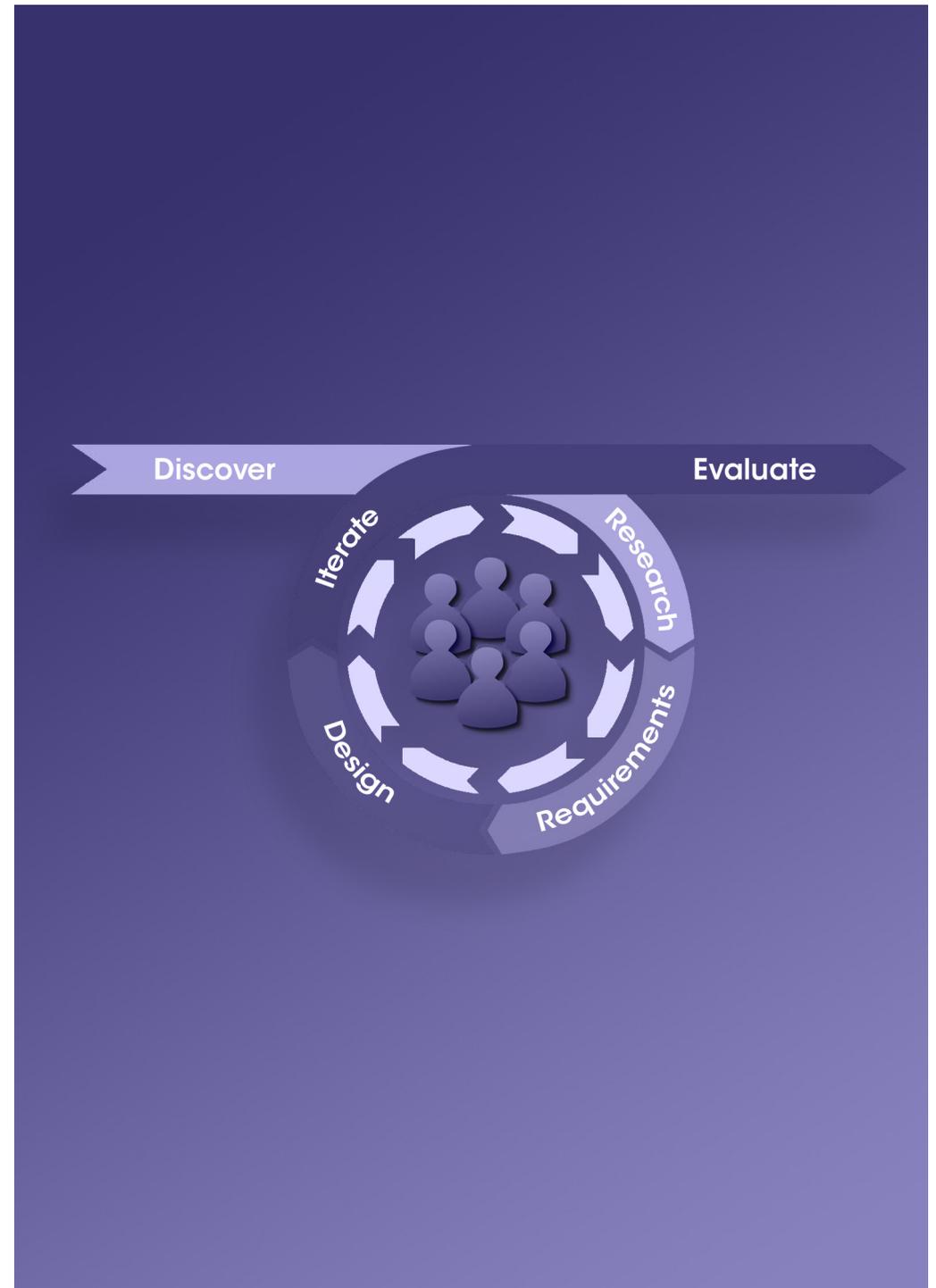
Design principles

User-centred design

Looking Local have extensive expertise in user-centred design and agile delivery. From the outset and during the discovery phase we establish end-user and stakeholder user-groups to conduct workshops to develop personas and user-journeys.

The outputs produce prototypes which are tested with the user-groups. The alpha and beta product development operates in regular design, develop and release sprints, quality assured by the user-groups.

This approach ensures we fully understand and document the end-user needs and ensures their 'buy-in'.



Proposed service concepts

What could an improved digital solution for DoLS and LPS look like?

Shorter, clearer online digital form 1 & 2s*

focused on capturing all the information required for administrators to allocate and triage the referral requests.

Collaborative online digital forms 3 & 4s*

allowing more efficient negotiation between signatories and assessors over quality and content, whilst minimising repetition in data captured in each step in the workflow through the use of common data (e.g. profile).

Clear live status of individual assessments for all digital participants

a common “source of truth” for cases across participating organisations. Tracking status/flow of applications against statutory service levels.

Notification-driven workflows

reducing the requirement to manually notify by email. This should improve efficiency and reduce elapsed time to process assessments.

Statutory process supported and enforced by the solution

as opposed to the current approach whereby process is enabled by technology but enforced by a patchwork of human intervention and tactical IT. This should reduce process errors.

*Note: * denotes features that are specific to DoLS but that are intended to help reduce existing backlog or to enable the group to test broader features that will be useful under LPS.*

What could an improved digital solution for DoLS and LPS look like?

□ Appropriate validation of inputs

to reduce incomplete or inaccurate form submissions which currently result in processing delays from back-and-forth revisions and additional costly assessment visits.

□ The addition of guidance to forms

which may be revised as necessary to improve quality, as opposed to the current approach where ADASS issues standard forms on a very irregular basis with minimal guidance. This will particularly benefit under LPS by enabling generalists to complete assessments without a reduction in quality.

□ Access to sensitive data by managed digital identity

preferably administered on a federated basis by each participating organisation. This means that access is granted and revoked by authorised administrators working for each organisation, to enable good security practices like revoking of access when a user leaves a role (or organisation).

□ Limited recourse to making copies of data

whilst it is impossible to prevent the extraction of data for unauthorised distribution (in the most basic case, screen-capturing with a personal smartphone), removing the need to move data around outside the system will reduce as far as possible accidental data breaches.