

Report of the Cabinet Member for Wellbeing

Cabinet - 3 June 2014

WESTERN BAY HEALTH AND SOCIAL CARE PROGRAMME INTERMEDIATE CARE FUND

Purpose:	To seek endorsement of the Cabinet to include the Western Bay Intermediate Care Fund capital schemes in the Capital Programme.
Policy Framework:	The Revenue and Capital Budget as reported to and approved by Council on the 18th February 2014. Sustainable Social Services for Wales: A Framework for Action
Reason for Decision:	To comply with Financial Procedure Rule No.7 (Capital Programming and Appraisals): to include new schemes in the Capital Programme.
Consultation:	Legal, Finance and Access to Services
Recommendation(s):	It is recommended that Cabinet: 1) Approve the details and financial implications of the CCS capital schemes included in the Intermediate Care Fund package of schemes to be delivered as part of the Western Bay Programme and authorise their inclusion in the Council's Capital Programme.
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1. Introduction

- 1.1 The Western Bay Health and Social Care (WBHSC) Collaborative was established two years ago. Its focus is on social care and health integration. The main partners are the City & County of Swansea, Bridgend County Borough Council, Neath Port Talbot County Borough Council and Abertawe Bro Morgannwg University (ABMU) Health Board.

Its purpose is a strategic mechanism for co-ordinating a programme of change in a suite of projects that all 4 partners have identified as a common concern. The City & County of Swansea is the lead authority for the Programme in terms of holding the funding and hosting the programme management arrangements. Other partners lead different strands of the Programme and service delivery is focused at a local level.

- 1.2 A report was agreed in Cabinet in January 2013 which recommended endorsement of the Western Bay Health and Social Care Programme Board approach to regionalisation. The main strands of the WBHSC Programme were reported to Cabinet on 8 April 2014 in an overview report and outlined:
 - Learning Disabilities
 - Mental Health Services
 - Community Services (Intermediate Care)
 - Adoption
- 1.3 A further report was agreed by Cabinet on 8 April 2014 which detailed the business case for Intermediate Tier Services in the Community Services strand of the Western Bay Programme. The demographic challenge facing the Western Bay area and the service and financial risks associated with a 'do nothing' option were noted. The submission of an application to the Welsh Government Intermediate Care Fund for 2014/15 in line with a 5 year programme of change was endorsed by Cabinet. The challenges presented by the bridging finance requirements in 2015/16 and 2016/17 in relation to the revenue consequences were noted and that further work was required to detail the benefits realisation framework and risk sharing arrangements required. Cabinet agreed the requirement to re-invest the cash releasing savings achieved from re-modelling services into intermediate tier pooled funds to achieve the sustainability of the intermediate tier of service.
- 1.4 The Western Bay Intermediate Care Fund submission to Welsh Government represented the first year of funding to support a three year business case for the Intermediate Tier which was endorsed by Cabinet on 8 April. The funding will:
 - a) Improve care coordination across statutory and 3rd sector organisations through its emphasis on the key functions that need to be delivered by an intermediate tier of services and by carrying through the local ambition for integration described in the output from a multi-agency workshop held in September 2013.
 - b) Promote and maximise independent living opportunities by providing additional capacity (including adaptations and equipment) at times of crisis, where, and to the extent to which, this has been identified by analysing existing activity and impact for intermediate care service.

c) Support recovery and recuperation through the development of additional capacity in 'step-down' services where this has been assessed as currently not meeting the optimal level of demand.

- 1.5 Notification that the Western Bay funding submission for 2014/15 was successful was given by Welsh Government on 2 April 2014 (a detailed approval letter is outstanding). Cabinet has been advised that the funding is available for the 2014/15 financial year only and cannot be extended after 01/04/2015. The ICF funding allocation for Western Bay is £2.601m capital and £5.203m revenue. This report is concerned with the capital funding of £1.191m made available to the City & County of Swansea on behalf of all the partners. The revenue funding was the subject of the detailed report to Cabinet on 8 April 2013.
- 1.6 The funding is allocated across the three Local Authority areas and will be drawn down from City & County of Swansea as the grant holder by the partner organisations (ABMU Health Board, Bridgend CBC, Neath Port Talbot CBC). **Appendix 1** sets out the summary of the funding schedule.

2. Capital Programme Process

2.1 The scheme has not been approved as part of the Capital Programme process.

2.2 Objective of Scheme

2.2.1 The objective of the Intermediate Care Fund is to increase the pace of integration between the Health Board and the three Local Authorities at the Intermediate Tier of services by providing pump priming funding from Welsh Government to the Western Bay Health and Social Care Programme for one year.

2.2.2 The ICF funding underpins the delivery of the Community Services (older people) strand of the Western Bay Programme, as outlined in the Business Case previously endorsed by Cabinet (8 April 2013).

2.2.3 The objectives for the funding proposal were:

- a) To strengthen the 'demand management' function undertaken by common access points into the intermediate tier of services.
- b) To support 3rd sector involvement in brokerage and short term support as an integral part of the intermediate tier.
- c) To optimise services, and provide the necessary housing adaptations, equipment and support, in order to provide genuine alternatives to a hospital or long term care admission.
- d) To provide the context, physical estate and care pathways for integrated services between health and social care and, where appropriate, with mental health services.

e) To act as a catalyst for the transformation of services for frail older people and achieve, over time, a shift in how and where this care is delivered.

2.2.4 Each county participating in the Western Bay Programme has identified a consistent model for an integrated intermediate tier of services which will provide a number of functions, focused on time limited support to people that helps them to recover their independence either at a point of crisis or after an incident that may have led to a hospital admission. Ultimately, the focus of the Community Services project is on:

- The wellbeing of older people and keeping them healthy in their own communities so they enjoy happy and independent lives;
- Strengthening community teams, making sure people default to the community for assessment and care rather than hospitals and institutional care;
- Making community services sustainable, ensuring community teams are the best they can be through better technology and better financial and workforce planning models.

2.2.5 Services in the intermediate tier are targeted at the key areas of impact:

- a) Rapid response at times of crisis.
- b) Providing a few weeks of reablement to maximise independence before a care package is agreed or increased.
- c) Ensuring that after a hospital admission people have the best chance possible of returning home.

2.2.6 Within Swansea we are developing pilots of local delivery which evidence better integration eg. local area coordination between health and social care for the benefit of service users but there remains some distance to travel in embedding integrated services. Good practice and positive outcomes for individuals are in evidence, but there is a lack of consistency within and between different Local Authority areas. Similar approaches are being taken in Bridgend and Neath Port Talbot with the ABMU Health Board.

2.3 Description of Scheme

2.3.1 The scheme will be delivered in the three 'localities' across Western Bay (Swansea, Bridgend and Neath Port Talbot) and the capital funding will underpin the revenue grant funding and service delivery. The capital element for Swansea will provide:

- Specialist equipment for the Operational Hubs (eg. Clinical equipment used by medical staff / nursing practitioners)
- Specialist equipment for people's homes (eg. specialist beds and mattresses)
- Vehicles including specialist mobility vehicles

2.3.2 A local Integration Board in Swansea has been established to oversee the delivery of the intermediate care services locally. Similar arrangements have been made in each local area. The detailed capital requirements will be identified and monitored by the Integration Board at a local level and reviewed through the Western Bay governance arrangements. There is no requirement for the acquisition of land, nor have interests in land through this funding been identified.

2.2.3 The funding has been allocated for the financial year 2014/15 only.

3.0 General Issues

3.1 Staffing Issues

3.1.1 Additional staff are being recruited in each of the 3 Local Authority areas to support the delivery of the Community Services Intermediate Tier.

3.2 IT/System Implications

3.2.1 A separate funding submission was made to the Welsh Government Health Technologies programme which supported the delivery of the Intermediate Care Fund activity. This funding submission has been unsuccessful so a revised plan is now being developed by representatives from all 4 partner organisations and will be presented to Programme Board in May.

3.3 Property/Highway Implications

3.3.1 There are no property or highway implications.

4.0 Equality and Engagement Implications

4.1 The Equality Impact Assessment process has commenced for the Community Services project as the initial screening has been completed. The outcome of the screening was that a full EIA needs to be completed. The full EIA has been completed in draft and requires further work, which will be completed once a replacement Project Manager is in post.

5. Financial Implications

5.1 The underlying assumption that supports the business case is that without changes to the intermediate tier services, demographic changes will result in continuing and increasing cost pressures for both Local Authorities and Health. The ICF investment aims to go some way to address this pressure.

- 5.2 Within the Swansea locality (Local Authority and Health) the business case estimated that by 2016/17 the costs for frail older people will increase by some £1.787m. The current estimate for the City and County of Swansea is £1.2m.
- 5.3 The summary of Capital costs for Swansea are:
- Operational hubs £432k
 - Specialist equipment £379k
 - Vehicles and other items £380k
- 5.4 These costs will be fully funded by WG grant. However, the grant is only available for 2014/15 so the expenditure must be incurred and claimed within this financial year.
- 5.5 Each partner authority will be responsible for any funding requirement in excess of the final grant allocation.
- 5.6 Any revenue consequences over and above the grant allocation will be met by existing budgets.
- 5.7 The major issues associated with this programme include the ability to spend the grant within the limited time period. Also, the governance and oversight of the funding across the 4 partner organisations engaged in the Western Bay Health and Social Care Collaborative, as well as local partner organisations assisting in the delivery of the service (i.e. including third sector organisations such as Care and Repair). The recruitment of the staff necessary to deliver the enhanced service is a further issue (time taken to recruit and the availability of specialist staff to deliver the service). This has the potential to impact on the capital element of programme delivery.
- 5.8 The Heads of Finance/ S151 Officers across the partner organisations are committed to develop the necessary protocols and procedures to support the delivery of the enhanced service. A mechanism for aligned budgets is being developed and a Section 33 Agreement to underpin the delivery of the programme is also being progressed. A concerted recruitment exercise across the 4 Western Bay partner organisations is underway, which will include opportunities for staff at risk of redundancy in partner organisations and attempts to avoid competing for staff in different localities.
- 5.9 A summary of the capital scheme forecast expenditure across the Programme is set out in **Appendix 2**.
- 5.10 The detail of the revenue costs associated with the ICF were set out in the report to Cabinet on 8 April 2014.
- a) Revenue running costs across the WBSHC Programme will be met in the first year by an ICF revenue grant award of £5.203m.

b) The budget responsibility for the delivery of the City & County of Swansea part of the ICF Programme will remain with the Head of Adult Services. The budget head for the Western Bay Programme in relation to grants coordination is the Regional Programme Director.

- 5.11 The provisional grant approval was given on 2 April for £2.601m capital and £5.203m revenue (formal notification to follow).
- 5.12 The main financial risks are associated with the funding timescales (spend in one year). The delay in the formal approval letter setting out the grant requirements being received from Welsh Government, establishing the necessary protocols and meeting the grant funding requirements across 4 different organisations is a further risk. The monitoring of delivery against spend and the resource required to address this risk in each organisation. These governance risks are being fully reviewed and mitigating factors put in place by the WBHSC Collaborative.

6. Legal Implications

- 6.1 There are no specific implications at this stage but detailed legal advice will be required when taking this further including the development of S33 Agreement. The Council must ensure that it complies with the terms and conditions of the grant funding at all times. Also the Council must ensure that any procurement processes undertaken to deliver the schemes are compliant with the Council's Contract Procedure Rules and European Procurement legislation as appropriate.

Background Papers:

Cabinet Reports -

- "Western Bay Health and Social Care Programme: Delivering Improved Community Services – Business Case for Intermediate Tier" – 8th April 2014
- "Western Bay Overview Report" – 8th April 2014
- "Western Bay Health and Social Care Programme Update" – 17th September 2013

Appendices:

Appendix 1: Summary of Intermediate Care Fund Submission funding.

Appendix 2: Western Bay ICF Expenditure Proposals 2014/15 including capital.

Appendix 1

Summary of Intermediate Care Fund Submission funding

Revenue Funding	Q1 £000's	Q2 £000's	Q3 £000's	Q4 £000's	Total £000's
Bridgend	£115	£345	£406	£406	£1,272
Neath Port Talbot	£96	£401	£487	£567	£1,551
Swansea	£58	£429	£934	£959	£2,380
TOTAL					£5,203
Capital Funding	Q1	Q2	Q3	Q4	Total
Bridgend	£398	£ 99	£69	£69	£635
Neath Port Talbot	£189	£217	£217	£152	£775
Swansea	£221	£366	£460	£144	£1,191
TOTAL					£2,601
TOTAL FUNDING					
Bridgend	£513	£444	£475	£475	£1,907
Neath Port Talbot	£285	£618	£704	£719	£2,326
Swansea	£279	£795	£1,394	£1,103	£3,571
Western Bay	£1,077	£1,857	£2,573	£2,297	£7,804

Appendix 2

Western Bay ICF Expenditure 2014/15 including capital

BRIDGEND		
Service / function	Revenue 14/15 £000's	Capital 14/15 £000's
Common Access Point		60
Rapid Response (inc. virtual wards & Better @ Home)	534	255
Planned response (inc. reablement & OT)	661	120
Medical Support across the Intermediate Tier	77	
Support across the Intermediate Tier		200
Bridgend Total	1,272	635
NEATH PORT TALBOT		
Service / function	Revenue 14/15 £000's	Capital 14/15 £000's
Common Access Point	202	100
Rapid Response (Including enhanced NP, bridging and mobile response)	417	10
Planned response (inc. mental health expertise)	713	60
Carers, business support, medics, medicine management	219	
Support across the Intermediate Tier e.g. bases equipment		605
Neath Port Talbot Total	1,551	775
SWANSEA		
Service/Function	Revenue 14/15 £000's	Capital 14/15 £000's
Common Access Point	234	
Rapid Response	648	
Peripatetic Response Team	140	
Mental Health Link workers	25	
Planned Response NHS	446	
Reablement	391	
Third Sector	155	
Medicines Management scheme	341	
Medical workforce	144	
Evaluation	49	
Operational hubs		432
Specialist equipment		379
Vehicles & other items		380
Swansea Total	2,380	1,191
Total for Western Bay	5,203	2,601