

Report of the Cabinet Member for Wellbeing

Cabinet – 1 July 2014

INTEGRATION OF HEALTH AND SOCIAL CARE SERVICES

Purpose:	This report sets out in greater detail some of the plans to achieve further integration of Health and Social Care Services for Older People and disabled people
Policy Framework:	Fulfilled Lives, Supportive Communities Sustainable Social Services: A framework for Action
Reason for Decision:	To gain approval for further development of plans for integration
Consultation:	Legal, Finance.
Recommendation(s):	It is recommended that: <ol style="list-style-type: none">1. The report is approved2. The Western Bay Statement of Intent is endorsed3. The City & County of Swansea statement of intent is endorsed
Report Author:	Deborah Driffield
Finance Officer:	Mikes Hawes
Legal Officer:	Janet Hooper
Access to Services Officer	Catherine Window

1. Introduction

- 1.1 A number of documents have been prepared within the City and County of Swansea/ABMU Locality and also at Western Bay level which describes and explains some of the ambitions and the rationale for seeking to integrate Health and Social Care Services.
- 1.2 This report attempts to draw together the salient features of the other reports (as referenced in the appendices attached) and explain what proposals for integration will mean in terms of the services delivered to the people of Swansea.

1.3 The report focusses primarily on services for older people, but also seeks to encompass physically disabled adults within arrangements for the future.

2. **Background**

2.1 Members and Officers will generally be aware of the well-rehearsed arguments about older peoples services – demographic increases; financial constraints; changing expectations.

2.2 This requires us to ensure that sustainability is a key component of any future model of provision

2.3 The view of UK and Welsh Government is that integration of Health and Social Care will offer opportunities for improved efficiencies, especially from patient/service user perspective, leading to a more ‘seamless’ experience of appropriate support.

2.3 The Western Bay Health and Social Care Programme (WBHSC) was established in 2012. Its core purpose was to deliver integrated care models across older people, mental health and learning disability services in response to the challenges facing public services including demographics and public finances.

2.4 Cabinet has previously endorsed the Western Bay Health and Social Care Programme Board approach to regionalisation. Further reports have been agreed in Cabinet relating to the Community Services project, a regional Adoption Service, management of a regional Youth Offending Service, the development of a regional Substance Misuse Area Planning Board, as well as the overall governance of the WBHSC Programme.

2.5 A Statement of Intent on Integration has been sought from all Health Boards and LA's by Welsh Government, who requires this to be done at an ‘accelerated pace’.

2.6 Proposals for integration should be based on a number of ‘principles’ outlined in the statement of intent.

2.6 The Western Bay Statement of Intent has been prepared and Cabinet is asked to endorse that statement (Appendix 1).

2.7 A Local Statement of Intent for Swansea has also been produced which should be read in conjunction with the overarching statement from Western Bay (Appendix 2).

2.8 The intention to integrate services, as outlined in the statements, is extremely ambitious and will require significant changes in the ways services are organised and delivered.

- 2.9 Integration plans will need to be closely aligned with other internal and external strategies, plans and drivers, such as the Transformation of Adults Services program, the Integrated Assessment Framework, Western Bay program on regionalisation.
- 2.10 It is important that we do not integrate for its own sake. If integration will not deliver benefits for people, then it shouldn't be done.
- 2.11 Research indicates that integration can be a mechanism for achieving cost containment, but is unlikely to deliver cost reductions. This is likely to be of some significance when considering more detailed plans for integration.
- 2.12 There is a local governance structure in place, with a joint Integration Board already established as well as a Steering Group overseeing the work of various workstreams which are underway.
- 2.13 Whilst the initial plans for integration will focus on Older Peoples services, we will also need to take into account services provided for disabled people in this initial phase. This will be necessary because there is significant overlap in health and social care provision, especially around intermediate care which will be a primary focus locally and across Western Bay
- 2.14 Later phases of integration will need to take into account services for children and families as well as alignment with plans for Mental Health and Learning Disability services, where a greater degree of integration is already established.

3. Current Situation

- 3.1 Ambitions for integration are closely linked with developments in Intermediate care across Western Bay.
- 3.2 Welsh Government has made available substantial grant assistance – the Intermediate Care Fund – and this will support some components of integration.
- 3.3 Some local initiatives aimed at improving integration at service level are already under development such as:
 - a. Integrated Gower Team – combining Health and Social care domiciliary resources to provide a single team response in a hard to reach area has produced significant efficiencies and will act as a model for redevelopment of our reablement services
 - b. We have a local Joint Community Resource Team (CRT) Manager, who has been in post for the past two years in anticipation of integration of services
 - c. We have co-located the Local Authority Occupational Therapy team with the Health Community Resource Team (CRT) as another step towards integration. This has already improved communication and enables closer joint working and

understanding. We anticipate further integration into one service which will become the 'Welfare Authority' for the purposes of the relevant housing regulations

- d. We have developed a single job specification for an integrated Occupational Therapist role which is currently being trialled
- e. Development of an integrated Care Homes Quality Team with Health and Social Care staff all sharing in a similar set of aims and objectives for supporting people in care homes is under way
- f. Jointly funded Medications Management service for provision of appropriate advice and support to domiciliary care providers across Swansea, has been piloted in one area over the past 18 months and is now being rolled out across Swansea

3.4 Future proposals include:

- a. Development of Integrated 'hubs' based on Community GP Networks incorporating health and social care staff under integrated management arrangements
- b. Common Access Point building on our Intake Service for Older people and including all community health referrals
- c. An integrated manager for all health and social care services for older people and disabled adults
- d. Integration of our reablement teams (DCAS) with health reablement (CRT) teams
- e. development of our residential assessment units at Bonymaen and Ty Waunarwydd to enhance the support required to help people to return to their own homes following a period of support in those units
- f. Development of extended hours working – covering the hours of 8:00am to 8:00pm on a seven day basis

4. Next Steps

- 4.1 We will need to undertake a number of developments around integration whilst funding is available through the Intermediate Care Fund.
- 4.2 It will be necessary to jointly appoint an Integrated Services Manager to oversee the overall development of integration plans across Older peoples Services and to manage the new integrated services4.3 A more detailed business case will need to be developed to encompass all the components required to achieve the elements of integration jointly agreed by the partners.
- 4.4 The development of this business case will be overseen by the Integration Board and reported back to Cabinet for further endorsement.
- 4.5 Work will need to be undertaken to develop joint commissioning arrangements with Health colleagues. Some of this work will be

undertaken within existing workstreams already meeting to progress the developments identified above, but there will be a requirement for a specific workstream to focus on how we achieve consistent joint commissioning arrangements across Swansea.

- 4.6 The role of the third sector is also integral to plans, especially around ensuring that sustainability of future models of operation and delivery are achieved. Each developmental workstream will need to ensure third sector involvement and engagement in developments.
- 4.7 The timescale for achieving these changes is extremely challenging because of the dependence on Welsh Government funding which is only available for 2014/15 financial year. It will be necessary to ensure that the infrastructure changes are completed during this year.

5. Staffing Implications

- 5.1 There will be no overall reduction in staffing as a result of these changes
- 5.2 In some areas, there will be an increase in staffing requirements, which will be initially funded via the Intermediate Care Fund referred to earlier.
- 5.3 There will be a requirement to fund some developments beyond the initial funding phase provided by the Intermediate Care Fund. Details of this will be included in the business case to be developed.
- 5.4 There will be staff relocations as integration plans develop Work expectations will also change, with increased reliance on mobile and agile working becoming the normal expectation.

6. Financial implications

- 6.1 The underlying assumption that supports the Western Bay 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.
- 6.2 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. Reports to Cabinet setting out the business case for the intermediate tier and the Intermediate Care Fund application (8 April 2014) and approval to include the Western Bay Intermediate Care Fund capital schemes in the Capital Programme (Cabinet 3 June 2014) highlighted the costs being fully funded by WG grant in 2014-15 only. However, the grant is only available for 2014/15 so the expenditure must be incurred and claimed within this financial year.

- 6.3 Ongoing funding for the investment in staff beyond the grant will have to be met from savings arising as a result of the business case and from , at least in 2015-16 additional investment from both the Local Authority and Health as highlighted in the previous report to Cabinet.
- 6.4 The business case is currently being updated to take account of the financial and activity data available for more recent years. This will be used to better predict the eventual savings made from the investments in the Intermediate Care tier and the impact of integration. It will be necessary for both Health and Social Care organisations to identify sources of bridging funding to ensure continuation of developments after March 2015.
- 6.3 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.

7. Legal implications

- 7.1 There are no specific implications at this stage but detailed legal advice will be required when taking this further including the development of an Agreement under section 33 of the National Health Service Wales Act 2006 (a S33 Agreement) to provide for joint arrangements between Health and the Local Authority. .

8. Equalities and Engagement Implications

- 8.1 The Equality Impact Assessment process has commenced for the Western Bay Community Services project which is delivering against the Statement of Intent and 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 Western Bay Project Manager is in post.

Background Papers:

Cabinet Reports –

“Western Bay Intermediate Care Fund” – 3rd June 2014

“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 Western Bay Statement of Intent on Integration

Appendix 2 City & County of Swansea/Swansea Locality Statement of Intent