
To: Social Work, Health and Well-Being Policy Board

On: 18 August 2015

Report by: Chief Officer Designate, Renfrewshire Health and Social Care Partnership

Heading: Integration of Health and Social Care Services in Renfrewshire - Update report

1. Summary

- 1.1. The Public Bodies (Joint Working) (Scotland) Act 2014 puts in place the framework for the formal integration of health and social care services from April 2015, and has significant implications for the future governance and delivery arrangements of adult health and social care services in Renfrewshire.
- 1.2. The main implications of the legislation were set out in reports to Council on 19 December 2013, 9 October 2014, 26 February 2015 and 19 May 2015.
- 1.3. This report provides a further update on work being taken forward in Renfrewshire to prepare for the practical implementation of integrated working arrangements in relation to the following areas:
 - The establishment of the Integration Joint Board (IJB)
 - The development of the Strategic Plan for approval by the Integration Joint Board (IJB) and establishment of a Strategic Planning Group (SPG)
 - The structured programme of work underway to manage the development of the Strategic Plan and other key elements of integration, which the Council and the Health Board committed to in Renfrewshire's Integration Scheme
 - The financial governance arrangements for the Integration Joint Board (IJB) including the appointment of the Chief Finance Officer.

2. Recommendations

Elected Members are asked to note:

- 2.1. The formal legal establishment of the Integration Joint Board (IJB) on 27 June 2015.
 - 2.2. The work being undertaken to develop the Strategic Plan for approval by the Integration Joint Board (IJB) and the establishment of a Strategic Planning Group
 - 2.3. The structured programme of work which is being taken forward to manage the local implementation of health and social care services up to April 2016
 - 2.4. The current status and planned action in relation to the development of sound financial governance arrangements for the Integration Joint Board (IJB) by 1 April 2016, including the appointment of the Chief Finance Officer.
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3. Background

- 3.1. The Public Bodies (Joint Working) (Scotland) Act 2014 puts in place the framework for the formal integration of health and social care services from April 2015, and has significant implications for the governance and delivery arrangements of adult health and social care services in Renfrewshire.
- 3.2. The main implications of the legislation were set out in reports to Council on 19 December 2013, 9 October 2014 and 26 February 2015, and the Council agreed the following:
 - The establishment of a Partnership (Body Corporate) model for local integrated service delivery for adult services in terms of the Act in consultation with NHS Greater Glasgow and Clyde from April 2015.
 - There would be 8 members of the Integration Joint Board (IJB) with voting rights, 4 from each partner organisation. The Council is represented on the Integration Joint Board by the Depute Council Leader, the Convener and Vice-convenor of the Social Work, Health and Well-being Board, and the Convener of the Education Policy Board.
 - The delegation of all social care services for adults and older people to the Integration Joint Board (IJB), being the minimum requirement set out in the Act. In terms of the legislation this also included services which do not sit within the Adult Services division of service in Renfrewshire i.e. services related to Addictions, and to Domestic Abuse both of which currently sit within Children's Social Work Services, and to Aids and Adaptations which currently sits with Development and Housing Services.

- The submission of the Integration Scheme (the formal legal partnership agreement between Renfrewshire Council and NHS Greater Glasgow and Clyde) to the Scottish Government for approval.
- 3.3. At its meeting on 26 February 2015 Council noted the appointment of David Leese as the Chief Officer Designate for the Renfrewshire Health and Social Care Partnership. It was acknowledged that this post was interim or “designate” until formally endorsed by the Integration Joint Board once it is formally established.
 - 3.4. At its meeting on 9 October 2014 Council was advised of a new statutory role, Chief Finance Officer, which was not envisaged in earlier iterations of the Bill. This role reflects advice to Scottish Government from the CIPFA Scotland Directors of Finance in relation to the need to ensure robust financial governance of the IJB’s combined resources.
 - 3.5. At its meeting on 19 May 2015 Council was updated on the work underway to establish the Integrated Joint Board (IJB) and its Strategic Planning Group; ensuring their membership includes representatives from the stakeholder groups prescribed within the legislation. It was also advised that a Shadow Integration Joint Board (IJB) had been created to ensure continuity in governance arrangements and oversight of integration arrangements during the period prior to the Integration Joint Board (IJB) being formally constituted.
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4. The establishment of the Integration Joint Board (IJB)

- 4.1. Following approval by Council on 26 February 2015 and the Greater Glasgow Health Board on 17 February 2015, the Renfrewshire Integration Scheme was submitted to the Scottish Ministers on 16 March 2015.
- 4.2. Ministers approved the Integration Scheme for Renfrewshire and the Integration Joint Board (IJB) was formally constituted on 27 June 2015.
- 4.3. To date a Shadow Integration Joint Board (IJB) has met to ensure continuity in governance arrangements and oversight of integration arrangements during the period prior to the Integration Joint Board (IJB) being formally constituted.
- 4.4. The first meeting of the formally constituted Integration Joint Board (IJB) will take place on 18 September 2015. At this meeting the Integration Joint Board (IJB) will be asked to ratify the appointment of the Chief Officer and Chief Finance Officer, and also formally establish its Strategic Planning Group.
- 4.5. At its meeting on 19 June 2015 the Shadow Integration Joint Board (IJB) agreed the additional groups which will be represented as non-voting members of the Integration Joint Board (IJB), including those prescribed in the legislation. The Chief Officer was asked to make arrangements for the identification of suitable representatives for each on behalf of the Shadow Integration Joint Board (IJB).
- 4.6. The required non-voting members of the IJB are:
 - 4.6.1. The Chief Officer
 - 4.6.2. The Chief Finance Officer

- 4.6.3. A registered nurse
- 4.6.4. A registered medical practitioner, Primary Care (GP)
- 4.6.5. A registered practitioner, not working in Primary Care
- 4.6.6. A social care professional involved in service delivery
- 4.6.7. A health professional involved in service delivery
- 4.6.8. A third sector representative involved in service delivery
- 4.6.9. A service user resident in Renfrewshire
- 4.6.10. An unpaid carer resident in Renfrewshire
- 4.7. The IJB has agreed to have two additional non-voting members and these are:
 - 4.7.1. A staff-side representative – social care
 - 4.7.2. A staff-side representative – health
- 4.8. The work to identify the non-voting members as set out in paragraphs 4.6 and 4.7 above is well underway.

5. The development of the Strategic Plan

- 5.1. The Public Bodies (Joint Working) (Scotland) Act 2014 places a duty on Integration Joint Boards (IJBs) to develop a Strategic Plan. The Strategic Plan is the document that will set out the arrangements for the carrying out of integration functions in the Renfrewshire area to meet the future needs of the local population.
- 5.2. The first Strategic Plan must be prepared for approval by the Integration Joint Board (IJB) once formally constituted in order to allow functions to be delegated to it by April 2016.
- 5.3. At its meeting on 19 June 2015 the shadow Integration Joint Board (IJB) approved the proposed composition of its shadow Strategic Planning Group (SPG) in terms of the stakeholder or professional groups from which they would be drawn, which is set out in the legislation. The shadow Board also approved Terms of Reference for the operation of the Group. The Strategic Planning Group (SPG) will be formally established at the first meeting of the Integration Joint Board (IJB) on 18 September 2015.
- 5.4. The first meeting of the shadow Strategic Planning Group (SPG) took place on 23 June 2015 where Terms of Reference were accepted by the Group. .
- 5.5. Specific work is being undertaken to support the Integrated Joint Board (IJB) develop its Strategic Plan in line with the prescribed stages of the strategic planning process set out in the legislation. The document attached at Appendix 1 to this report provides the agreed timeline for this work.

- 5.6. As shown in the timeline, proposals for the structure and content of the Strategic Plan will be reported to the Integration Joint Board on 18 September 2015. The timeline also provides for the strategic plan, once completed, to be submitted to the Health Board and Council in February 2016, in advance of final approval of the plan by the Integration Joint Board.

6. The programme of work to support health and social care integration

- 6.1. To ensure the Strategic Plan and other integration arrangements are successfully delivered by 1 April 2016, key activities are being managed as a structured programme of work. This approach provides a framework for the Chief Officer to have oversight of the complex range of activities being progressed and manage these in a controlled and coordinated way. It also provides reassurance to the IJB that the work required in terms of the legislation will be complete in line with statutory timescales.
- 6.2. Furthermore this approach offers reassurance to the parent organisations, in advance of the prescribed functions being delegated by 1 April 2016, that well organised preparations are underway to implement the appropriate supporting organisational governance arrangements.
- 6.3. The Health and Social Care Integration Programme, led by the Chief Officer, will run until 1 April 2016 and is being delivered by nine specialist Workstreams, which will progress the key elements of integration as articulated in the Public Bodies (Joint Working) (Scotland) Act 2014 –
1. Governance arrangements
 2. Consultation, communication and engagement
 3. Strategic Plan
 4. Performance Management
 5. Delivering for localities
 6. Workforce (HR and Organisational Development)
 7. Clinical and Care Governance
 8. Finance
 9. Information sharing and ICT
- 6.4. A Programme Board has been established to manage this overall programme of work. The Programme Board has a key role in supporting the Chief Officer in making decisions and providing both challenge and approval on issues affecting the progress of the programme. Lead Officers for each Workstream sit on this Board and are responsible for updating the Chief Officer on their specialist area.
- 6.5. The document attached at Appendix 2 to this report provides an overview of the programme governance and delivery model which has been established.
- 6.6. As previously reported to Council, a number of Council functions which must be delegated to the IJB currently sit outwith Adult Social Work Services. Addictions and Gender Based Violence are delivered by Children's Social Work Services and Housing Adaptations and Garden Maintenance are managed by Housing and Development Services. In addition to the Programme Workstreams, Leads Officers have also been identified to explore the most appropriate and pragmatic approaches to delegate each of these functions and develop the supporting mechanisms/structures required to

ensure the key links both within the Council and across partner agencies are maintained and developed. Proposed approaches and supporting transition plans for each function are currently being developed for consideration by the Chief Officer.

7. Financial Governance Arrangements

- 7.1. The Public Bodies (Joint Working)(Scotland) Act 2014 and supporting statutory and non statutory guidance set out a number of provisions relating to good governance, proportionate to the breadth and scale of the legislative changes both operationally and financially.
- 7.2. Work is currently underway to put in place sound financial governance arrangements for the Integration Joint Board which will underpin and provide assurance around the operational delivery and strategic planning arrangements of the Partnership.
- 7.3. The former Social Work Finance Manager Sarah Lavers has been appointed Chief Finance Officer (CFO) Designate for the Renfrewshire Health and Social Care Partnership and took up her post on 15 June 2015. This appointment will be submitted for ratification by the Integration Joint Board (IJB) when it meets on 18 September 2015. The CFO is the accountable officer for the financial administration and performance of the services delegated to the Health and Social Care Partnership. She will support the Chief Officer in putting in place both appropriate operational finance arrangements, and in developing the financial plan which underpins the strategic planning process for the Partnership.
- 7.4. The Chief Officer is working with the NHS Board and the Council's Director of Finance to carry out the required financial assurance work, in line with Scottish Government guidance. This work will take place over the course of 2015/16 and will be subject to internal audit scrutiny. Work progressed to date includes
 - 7.4.1. Details of budget and actual spend over the past three years, budget figures for 2015/16 and the underlying assumptions have been shared between both partner organisations.
 - 7.4.2. The development of a due diligence framework to record the outcome of the recommended assurance checks and evidence the work as part of an auditable process.
- 7.5. Internal Audit arrangements are being put in place for the Integrated Joint Board (IJB) including the appointment of a Chief Internal Auditor; the establishment of an Audit Committee and the development of an internal audit plan.
- 7.6. External Audit arrangements will be put in place for the Integration Joint Board (IJB). The Integration Joint Board (IJB) has been classified as a body under Section 106 of the Local Government (Scotland) Act 1973; it will require to produce its own statutory accounts. It is anticipated that Audit Scotland will be the external auditor for the Partnership.
- 7.7. Financial Regulations are being developed for the Integrated Joint Board (IJB) which will incorporate an appropriate set of controls. These will reference but

will not cover the aspects which relate to operational service delivery as these will continue to be reflected in the Financial Regulations of the Council and the Standing Financial Instructions of the Health Board. Officers from Renfrewshire have worked with finance colleagues across the NHS Board area to develop a standard set of IJB Financial Regulations. These will now be tailored as necessary for Renfrewshire by the Chief Finance Officer, for approval by the IJB.

- 7.8. As with the Financial Regulations, a series of standard financial policies and procedures have also been developed in collaboration with colleagues across the NHS Board area. There is now a programme of work underway to tailor these for implementation in Renfrewshire.
- 7.9. The Chief Officer, supported by the Chief Finance Officer, will be responsible on behalf of the the IJB for managing the NHS and Council budgets for functions delegated to it from 1 April 2016, and for remaining within those allocated budgets. He will also be accountable to the Integrated Joint Board (IJB) for financial probity and performance. At an operational level detailed financial delegation and monitoring arrangements are being put in place to ensure clarity in terms of lines of accountability and appropriate levels on ongoing scrutiny.
- 7.10. The Act requires the Partnership's risk policy and strategy to be presented for consideration and review within three months of being established. A policy and strategy is currently drafted by the Council's Corporate Risk Manager, based on a template agreed by colleagues across the NHS Board area. It will be presented for consideration and approval at the first meeting of the Integrated Joint Board on 18 September 2015.
- 7.11. Given that operational service delivery will remain within the Council and the NHS Board, the two parent organisations will continue to monitor their own risk management arrangements, and continue to report on risk management matters through existing governance structures.

8. Progress Reports to Elected Members

- 8.1. Reports will be brought to future meetings to update Elected Members on the progress achieved towards integrated arrangements for adult services in line with the Public Bodies (Joint Working) (Scotland) Act 2014, and to seek any necessary approvals pending formal delegation of functions to the Integration Joint Board by April 2016.

Implications of this report

1. **Financial Implications** - The proposed model of integration through pooled budgets, will have significant implications for how the budget of adult services and addictions is governed.
2. **HR and Organisational Development Implications** – existing terms and conditions will remain in place as staff move into the new integrated arrangements.

3. **Community Plan/Council Plan Implications** – Integrated service arrangements will require to link effectively to community planning structures and to the local authority to ensure appropriate levels of oversight are maintained.
4. **Legal Implications** – Integrated service arrangements for adult health and social care services will be developed in accordance with the legislation.
5. **Property/Assets Implications** – Assets remain in the ownership of the parent organisations. Opportunities for further consolidation of the existing asset base may arise through new integrated service arrangements.
6. **Information Technology Implications** – appropriate data sharing supported by IT systems will be required under new integrated arrangements as these are developed.
7. **Equality and Human Rights Implications**
The Recommendations contained within this report have been assessed in relation to their impact on equalities and human rights. No negative impacts on equality groups or potential for infringement of individuals' human rights have been identified arising from the recommendations contained in the report because it is for noting only. If required following implementation, the actual impact of the recommendations and the mitigating actions will be reviewed and monitored, and the results of the assessment will be published on the Council's website.
8. **Health and Safety Implications** - none.
9. **Procurement Implications** – Integrated service arrangements will need to continue to be supported by flexible, yet robust procurement systems.
10. **Risk Implications** – Risk management arrangements will require to be developed on an integrated basis.
11. **Privacy Impact** - none

List of Background Papers

- (a) Background Paper 1: Report to Council 19 December 2013 - Integration of Health and Social Care Services in Renfrewshire
- (b) Background Paper 2: Report to Council 9 October 2014 - Integration of Health and Social Care Services in Renfrewshire
- (c) Background Paper 3: Report to Council 26 February 2015 - Integration of Health and Social Care Services in Renfrewshire

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Draft Timeline for Developing the Strategic Plan June 2015 to March 2016

Date	Milestone
June 2015	IJB established by Order of the Scottish Ministers.
June 2015	Reports on composition etc. of SPG prepared for first meeting of IJB.
19 June 2015	IJB (or Shadow IJB if it is not yet formally constituted) agrees composition of SPG; processes for appointing, replacing and removing its members; and procedures for the SPG. (Section 32 of Act)
August/September 2015	Report on proposals for strategic plan prepared for 18 September meeting of IJB.
18 September 2015	IJB prepares initial proposals for what the strategic plan should contain and agrees to seek the views of the SPG (Section 33 (2))
Early November	Views of SPG received. Report and first draft of strategic plan prepared for meeting on 20 November.
20 November 2015	Taking account of views of SPG on proposals, IJB prepares first draft of the strategic plan and agrees to seek views of the SPG (Section 33 (3))
December 2015	Views of SPG received. Report and second draft of strategic plan prepared for meeting on 15 January 2016.
15 January 2016	Taking account of views of SPG on first draft, IJB prepares second draft of the strategic plan for formal consultation. (Section 33 (4))
18 January – 7 February 2016	Formal consultation with prescribed stakeholders including Health Board and Council.
8 – 15 February 2016	Consultation responses reviewed. Report and final draft of strategic plan prepared for Health Board Meeting on 16 February; Council meeting on 25 February; and IJB meeting on 18 March.
16 February 2016	Report to Health Board.
25 February 2016	Report to Council.
18 March 2016	Final strategic plan submitted to IJB for approval. Taking account of views expressed in formal consultation, IJB finalises strategic plan. (Section 33 (7))
Before 31 March 2016	Strategic Plan published along with statement of action taken by IJB under Section 33 (Section 35)

Appendix 2 – Programme Governance and Delivery Model

The diagram below provides an overview of the governance model for 2015/16 Health and Social Care Integration Programme.

