
To: Renfrewshire Integration Joint Board

On: 22 March 2019

Report by: Chief Officer

Heading: Change and Improvement Programme Update

1. Summary

1.1. This report updates IJB members on the Renfrewshire Health and Social Care Partnership's (HSCP) evolving Change and Improvement Programme, including the ongoing Service Reviews.

1.2. This report also seeks approval for an additional Programme workstream: **Delivering Safe and Sustainable Services** to support the delivery of the IJB's Financial and Strategic Plans.

2. Recommendation

It is recommended that the IJB:

- Note the content of the report;
 - Agree an additional workstream *Delivering Safe and Sustainable Services* and its supporting proposals, outlined in Section 7 of this report, are progressed; and
 - Approve the HSCP undertake research over 2019/20 to fully investigate where other HSCPs in Scotland are moving away from risk-based eligibility criteria to an approach based on outcomes and fairer access to resources.
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3. Background

3.1. The Renfrewshire Health and Social Care Partnership's (HSCP) Change and Improvement Programme is focused on proactively developing our health and social care services in line with national direction and statutory requirements; optimising the opportunities joint and integrated working offers; and ensuring any service redesign is informed by a strategic planning and commissioning approach. This is supporting our work to ensure we provide the best possible services and care to our service users and to enable our service and resource planning to focus on and deliver the right outcomes for all.

3.2. This programme is currently being delivered through 3 workstreams:

1. Optimising Joint and Integrated Working and shifting the balance of care;
2. Statutory Requirements, National Policy and Compliance; and

3. Service Reviews.

- 3.3. This report provides an update on these workstreams, and also seeks approval to introduce an additional workstream:

Workstream 4: Delivering Safe and Sustainable Services: to support the delivery of the IJB's Financial and Strategic Plans through:

- I. Assessment and Case Management;
- II. Unlocking the Benefits of Integration; and
- III. Cost Containment and Discretionary Spend Efficiencies.

4. **Workstream 1: Optimising Joint and Integrated Working**

- 4.1. This workstream seeks to establish a health and social care service managed and delivered through a single organisational model, unlocking the benefits which can be derived from streamlined, joined up and wherever possible, integrated working.

- 4.2. A number of service improvements/developments are ongoing:

- Work to build an effective and dynamic approach to 'locality' and 'cluster' based working, and to build collaboration and joint working between services to better support the needs of local patients and service users;
- The Care at Home Transformation Programme; and
- Implementation of a Joint Unscheduled Care action plan with colleagues in the RAH, which aims to demonstrate how the HSCP can reduce demand on Acute Services and create a compelling case for resource transfer.

5. **Workstream 2: Statutory Requirements, National Policy and Compliance**

- 5.1 The HSCP's Change and Improvement Team work closely with the SMT, Professional Leads and Service Managers to ensure the HSCP comply with new statutory duties, national policy and adhere to any external compliance requirements. Current work programme includes: the GP Contract; the introduction of the Carers Act; the requirement to upgrade telecare equipment from analogue to digital; embedding Self-Directed Support (SDS); delivery of the new Dementia Strategy; the planned introduction of Free Personal Care for Under 65s; and the replacement of the Council's Social Care Case Management system.

- 5.2 The IJB are asked to note a number of developments since the last reporting period in January 2019:

5.2.1 **GP Contract:** Renfrewshire HSCP's Primary Care Improvement Plan (PCIP): Each HSCP must update their PCIP annually to outline their expected planned developments and associated spend for the coming year. This is the subject of a separate IJB paper at this meeting.

5.2.2 **Dementia Strategy:** The Renfrewshire Dementia Strategy Group is developing an action plan to ensure it delivers on its commitments within the national strategy.

In parallel, the HSCP is also developing a local Dementia Strategy. An engagement process which targeting the public, service users, community organisations, 3rd Sector, Renfrewshire Council and staff to inform the local Dementia Strategy is ongoing. Two large public consultation events were held during December 2018, and a number of focus groups will run until mid-March 2019. A questionnaire to capture the views of those who cannot make the events/focus groups is also been undertaken. Information received from the questionnaires and the public consultation events will be analysed to inform the local Dementia Strategy.

The Group awaits an update on the Scottish Government's paper 'Transforming Specialist Dementia Hospital Care' which recommends reducing the number of specialist dementia hospital beds and using the funds released to improve community and care home services. This could have significant implications for Renfrewshire.

5.2.3 **Replacement of Social Care Case Management System:** OLM Systems has been awarded a contract to provide their Social Care Case Management System - Eclipse, to HSCP and Renfrewshire Council's Children's Services. This contract is due to commence on 1 April 2019, replacing the current Social Care Case Management System contract – SWIFT which will expire in March 2021. It is anticipated that Eclipse will bring a system which underpins the future operating models in adults and children's social care whilst supporting the delivery of services to the residents of Renfrewshire. The new system will also enable flexible working and opportunities to improve operational processes whilst maintaining data security.

The programme is estimated to take a minimum of two years to complete, with the initial focus being on data cleansing, migration, system configuration and process redesign. A phased approach to rollout will be developed in partnership with OLM systems and Children's Services. This will be shared in further updates to the IJB.

6. **Workstream 3: Service Reviews**

6.1 In June the IJB approved 4 Service reviews:

1. Learning Disabilities Services;
2. Older People Services;
3. Charging (on behalf of Renfrewshire Council); and
4. Addictions Services.

6.2 The service reviews all share a common aim which is:

To ensure Services are modern; flexible; outcomes focused; financially efficient and 'fit for the future' and taking account of changing trends; demographics; demands; local and national policy drivers; changing needs; inequalities; good practice and service user and carer views.

6.3 Updates on the Learning Disability Services and Addiction Reviews are the subject of separate papers at this meeting.

Older People Review

6.4 As detailed in our January 2019 IJB report, as part of this Review, the HSCP has been working with Journey Associates in a people focused and collaborative way (using *Design Thinking*) to gain insights from older people, carers, frontline staff, leaders, and key stakeholders.

6.5 This "*Design Thinking*" approach enables innovative, co-creative solutions to 'wicked' or complex problems in way that is:

- Participatory
- Inclusive and nurtures empathy
- Working to shared understanding of issues/opportunities
- Motivating and empowering
- Flexible

6.6 The Review is being managed in 4 phases: *Discover*, *Define*, *Design* and *Deliver*, and we are now concluding the *Discover* phase.

6.7 During the *Discover* phase we have worked with the Older People Working Group to agree the key drivers which must influence any redesign of older people services; to develop three pillars which will frame this Review going forward; and to validate the key priority areas based on what older people and other stakeholders have told us.

6.8 The agreed key drivers for this Review are:

- Under occupancy across our care home and day centre estate;
- The national move to keep people in their home or homely setting for longer;
- Increasing demand and financial pressures;
- Social isolation and loneliness;
- A focus on early intervention and preventive activities;
- Continue towards a more local community-based service model;
- Strengths and opportunities that working in an enhanced way with partners can bring; and
- Supporting people to change their behaviours, to take more ownership for their health and wellbeing.

6.9 The Review has developed 3 Pillars which will frame the Review's findings and recommendations going forward:

1. **Repurpose:** *defining & designing the places people access services;*
2. **Reimagine:** *defining the future shape of services that meet people's needs; and*
3. **Redesign:** *designing the way future services are delivered through partnership*

6.10 Through a range of engagement events we have identified core themes based on what the older people and the wider stakeholder group told us are important to them. These themes have been validated by the Older People Working Group.

- **Place:** e.g. making best use of resources, managing the emerging housing demand; meeting the needs for those with dementia needs, ensuring fit for future buildings.
- **Health & Wellbeing:** e.g. promoting older active years, dementia specific services, strengths-based approach to supporting people to be responsible for own health, enhanced service pathways.
- **Early Intervention and Prevention:** e.g. early investment to avoid crisis, frailty intervention, falls prevention, addressing loneliness and social isolation, support at times of transition such as losing a partner or becoming a carer.
- **Partnership Working:** e.g. removing duplication and competition, strengthen role of partners, opportunities to share buildings, skills and experience, value the role of each partner.
- **Information & Communication:** e.g. making it easier to find service information, building on networks for sharing best practice, improve information sharing across partners and map services in Renfrewshire.
- **Range of Services & Supports:** e.g. further develop the spectrum of services available to cater for different need and interests, consider availability of service (evenings, weekends, 7 day a week activities), intergenerational and cross care opportunities, identify and address gaps such as mid-range of need.
- **People & Community:** e.g. connecting people and places, hub and spoke model of community services, supporting people locally, community transport, strengths-based approach to supporting people to access support and services, enabling greater self-determination and choice.
- **Enablers:** e.g. use of technology - telecare, telehealth, improve digital inclusion, explore emerging innovations.

6.1 As we enter the “Define” phase we will continue to work in the participatory and people focussed way to further define our key priority areas, opportunities and challenges and outline proposals for key changes to improve services for older people in line with the 3 Pillars: *Repurpose*; *Reimagine* and *Redesign*.

6.2 Progress updates will be provided via the regular Change and Improvement paper.

Charging

6.3 The IJB has been kept updated on the ongoing review of social care charging. Given the intrinsic importance of the Charging Policy to the financial resilience of the HSCP, the Charging Review has been led by the Chief Finance Officer, with external support from Rocket Science Consulting, on behalf of Renfrewshire Council.

6.4 The Review has focused on:

- What services are charged for and which are not;
- What level these charges are set at;
- How the Financial Assessment relates to chargeable services; and
- How to simplify the process, making it more transparent and easier for service users to understand charges.

6.5 A Planning Group has supported the Review, with representation from HSCP and Renfrewshire Council officers including legal, finance, procurement and policy experts. Key areas of focus have included:

- Providing an understanding of where our policy and model differs from peers;
- Identifying best practice and trends through benchmarking across NHS GGC and other Local Authority areas;
- Exploring potential changes and improvements to the current policy and model; and
- Considering the wider impact of any potential change for service users, staff, providers, the HSCP and Council.

6.6 In early 2019, Rocket Science concluded their Review setting out a range of opportunities, informed by a benchmarking exercise and local data analysis, which would significantly contribute to the IJB delivering on its challenging Financial Plan.

6.7 At a time of increasing demand and financial constraint, the implementation of Rocket Science’s recommendations in their entirety would provide a welcomed increase in Council revenue through income generation. However, the HSCP is committed to protecting our most financially challenged service users and, where possible, maintaining the current level of protection afforded to individuals via their Financial Assessment.

6.8 The Chief Officer, in consultation with Council officers and the Chair and Vice-Chair of the IJB, will conduct a review of the findings. Following this, the Chief Officer will submit a paper with draft recommendations for the IJB to consider for submission to the Council.

7. **Workstream 4: Delivering Safe and Sustainable Services**

7.1 The 3 Year Financial Plan approved by the IJB in September 2017 set out the HSCP's challenging financial position over the next 3 years. Within this plan and in line with the National Health and Social Care Delivery Plan's aim for Better Value, the IJB has committed to continually appraise current models of service delivery to ensure resources are most importantly focused on areas of greatest need delivering the best outcomes to service users. A number of delegated services we manage have already been subject to positive review and redesign using where available.

7.2 The Chief Finance Officer's Finance Update, which is the subject of a separate paper to this meeting, reinforces the need to identify financial resource on a recurring basis, and highlights the likely scale of the savings required to be delivered in 2019/20.

7.3 In light of this, since early summer 2018 the Chief Officer and Chief Finance Officer have jointly led a budget review in line with the HSCP's medium term financial strategy.

7.4 As a result of the above, the HSCP Heads of Service and their management teams have identified 3 further areas which will support the delivery of sustainable services, in line with our Strategic and Financial Plans, delivering a total saving of **£1.120m**:

- I. Assessment and Case Management;
- II. Unlocking the Benefits of Integration; and
- III. Cost Containment and Discretionary Spend Efficiencies.

7.5 In line with our financial planning processes, the Chief Officer has met with the Professional Advisory Group, in their capacity as Professional Leads, in order that they are fully sighted on this work and to assess the level of clinical care risk these could present. The Group agreed that the proposals within this report posed the least impact to the HSCP and could be taken forward subject to any identified mitigation being actioned.

7.6 We have also briefed the Staff Partnership Forum on this work and will continue to engage with them as work progresses. All proposals have been subject to an initial Equality Impact Assessment Screening by an Equality Officer, and confirmed that no full Equality Impact Assessments are required.

I. Assessment and Case Management

7.7 The HSCP will seek to implement a more robust Assessment & Case Management approach to ensure equity and equality across services by streamlining and identifying efficiencies in the system. This is forecast to

release **£828,000** over the next two years (£578k in 2019/20 and £250k in 2020/21) through:

7.8 The creation of a social work professionally led, centralised review team who will focus on ensuring:

- The partnership delivers not only on its statutory duty to annually review care packages but also on offering services which are sustainable over the longer term, targeting available resources to those with the greatest need;
- Review and monitoring activity is co-ordinated, comprehensive and fully informed; to support the timely and accurate recording of financial assessment data and rigorous application of the Charging Policy to better maximise income from charges to users; and
- Standardised commissioning practices to remove any variation in costs resulting from differing support planning methods across the workforce.

7.9 As part of a caseload and process review of services, in partnership with staff side and staff representatives, the HSCP has identified redesign opportunities to improve its capacity to manage caseloads within a reduced staffing resource, whilst continuing to deliver safe, effective and high-quality services.

7.10 The HSCP plan to undertake a two phased review of eligibility criteria over 2019/20:

- Firstly, Heads of Operational Services will work together over the coming months to implement a refresh approach to ensuring consistent application of the current eligibility criteria across all teams; and
- In parallel, IJB approval is sought to undertake research to fully investigate where other HSCPs in Scotland are moving away from risk-based eligibility criteria to an approach based on outcomes and fairer access to resources. This would be underpinned by benchmarking/option appraisal on approaches/thresholds across the country and analysing different resource allocation methodologies.

7.11 The Professional Advisory Group risk assessed the 'Assessment and Case Management' proposals as a GREEN rating, which means they are viewed of least risk to the IJB.

II. Cost Containment and Discretionary Spend Efficiencies

7.12 In recent months, the HSCP Senior Management Team has led a programme of cost containment and increased control around discretionary spend. This workplan has been underpinned by principles relating to best practice guidance and procurement links to objectives and outcomes identified in our strategic commissioning plans.

Through minimising non-pay costs across all budgets, and removing any identified recurring underspends, this work has successfully identified efficiencies which will release **£124k** through a range of measures, including:

- Proactive action being taken to reduce the HSCP's spend on venue hire and catering;
- Reduction of supplies expenditure by improving stock controls and practices; and
- Active contract management and commissioning to: end contracts where services are no longer required and reinvest any underspends; optimise the use of current contracts; effective contract management to ensure we maximise both the opportunities and the potential savings these bring.

7.13 The Professional Advisory Group risk assessed the 'Cost Containment and Discretionary Spend Efficiencies' proposals as a GREEN rating, which means they are viewed of least risk to the IJB.

III. Releasing further benefits from Integration

7.14 As part of the ongoing review of our integrated services, Operational Heads of Service have identified a number of areas where efficiencies and streamlining through leaner and more integrated ways of working could release **£169,000** from a range of budgets. This includes reducing duplication in management and administration costs, through vacancy management, strengthening our locality approach and altering our skill mix as people leave.

The key component parts of this work include:

- The potential for some small specialist teams to become more integrated within our localities – spread of skills, embedding knowledge and awareness across our service;
- Reviewing skill mix in teams as postholders leave to ensure consistency in approach and optimum use of resources, whilst maintaining agreed workforce models and grade appropriate workload;
- Reviewing vacancies in teams to reinvest within services in new, more innovative ways;
- Ensuring posts are appropriately graded to reflect duties and responsibilities; and
- A Review of Mental Health Administration.

7.15 The Professional Advisory Group risk assessed the 'Releasing further benefits from Integration' proposals as a GREEN rating, which means they are viewed of least risk to the IJB.

Delivering on our Financial Plan

7.16 Although each of the above proposals have been risk assessed by the Professional Advisory Group as green, the Chief Officer recognises that the year on year cumulative impact of savings will reduce the resilience within HSCP services going forward. To assist mitigate this, the Senior Management

Team will closely monitor the delivery, and impact, of the above savings throughout the year, and take corrective action as appropriate.

Implications of the Report

1. **Financial** – the Change and Improvement Programme supports the delivery of the 2019/20 Financial Plan.
2. **HR & Organisational Development** – There are implications for NHS and Council posts. HR and OD work in close liaison with the Change and Improvement Programme.
3. **Community Planning** – the HSCP will ensure there are appropriate links into the wider community planning process
4. **Legal** – supports the implementation of the provisions of the Public Bodies (Joint Working) (Scotland) Act 2014.
5. **Property/Assets** – property remains in the ownership of the parent bodies.
6. **Information Technology** – technology enabled solutions may be identified as part of the service reviews and pilot work.
7. **Equality & Human Rights** – the proposal contained in this report place due regard on equality requirements
8. **Health & Safety** – health and safety processes and procedures are being reviewed in order to support safe and effective joint working.
9. **Procurement** – procurement activity will remain within the operational arrangements of the parent bodies.
10. **Risk** – the report highlights a range of risks associated with the proposals and mitigation treatment where identified.
11. **Privacy Impact** – n/a.

List of Background Papers – None.

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