

To: Renfrewshire Integration Joint Board

On: 25 March 2022

Report by: Interim Chief Officer

Heading: Chief Officer's Operational and Policy Briefing

Direction Required to Health Board, Council or Both	Direction to:	
	1. No Direction Required	X
	2. NHS Greater Glasgow & Clyde	
	3. Renfrewshire Council	
	4. NHS Greater Glasgow & Clyde and Renfrewshire Council	

1. Summary

- 1.1. This report provides an update to the Integration Joint Board (IJB) on key operational activity since the previous update to the Board in January 2022, and additional policy developments that the HSCP is building into future workplans.
- 1.2. In particular, this report provides an update on the Scottish Government's publication of an analysis of the responses received to the National Care Service consultation undertaken in 2021, and further amendments to overall timescales for development of a Workforce Plan for 2022-25.
- 1.3. In addition, the paper also informs the IJB of progress in wider strategic planning activity being undertaken for Carers and for Palliative Care. Further Scottish Government policy developments are also incorporated within the latter sections of this report.

2. Recommendations

It is recommended that the IJB note:

- The Scottish Government's publication of an analysis of responses to the National Care Service consultation and a summary of findings (Section 4);
- The update provided on Scottish Government timelines for the submission of Workforce Plans for 2022-25 and work underway (Section 5);
- Further strategy development updates on the National Carers Strategy and Renfrewshire Palliative Care Strategy (Sections 6 and 7);

- Note the update provided on planned repairs to the Disability Resource Centre (Section 8);
- The policy developments identified, including a review of the healthcare response to winter 2021-22; the joint publication of the Coming Home Implementation Report by Scottish Government and COSLA; Audit Scotland's Briefing on Alcohol and Drug Services in Scotland and an update on the national mission to reduce drug deaths; and an update on indicative funding in future years to support mental health and wellbeing services within Primary Care (Sections 9 to 13);
- An update on current numbers of registered patients and GPs currently working in Renfrewshire (Section 14); and
- The key challenges and recommendations made within Audit Scotland's review of the NHS in Scotland 2021 and Local Government in Scotland: Financial Overview updates (Sections 15 to 16).

3. Background

- 3.1. The IJB previously received its first separate Operational and Policy Update report in January 2022. The purpose of these reports to provide an update to the IJB on emerging policy developments which impact upon, or may impact in future, on the IJB's Strategic Plans and the HSCP's management and delivery of operational services.
- 3.2. Emerging policy is discussed regularly by the HSCP's Senior Management Team and cascaded through service planning as required.

4. Analysis of the National Care Service Consultation published

- 4.1. On 10 February 2021, the Scottish Government published an analysis of the responses received during the National Care Service (NCS) consultation which closed on 2 November 2021. The analysis is available [here](#)¹ and follows the earlier publication of engagement event summaries on 3 December 2021 and individual responses received by the Scottish Government on 1 February 2022.
- 4.2. A total of 1,291 responses were received by the Scottish Government from individuals and organisations. In undertaking an assessment of these, each response has been weighted equally. Therefore, responses from Renfrewshire IJB, Renfrewshire Council and NHSGGC would, for example, be weighted the same as that from an individual respondent.
- 4.3. Using this methodology, the analysis indicates that overall, a majority are broadly supportive of the proposals set out, including those to incorporate an extended range of services within the NCS. However, a number of challenges were also raised within responses. 33% of those who responded online stated that they were dissatisfied with the consultation process. Challenges raised included the extended scope of the proposals, the level of detail provided, and the length time provided within the consultation period. Several respondents

¹ <https://www.gov.scot/publications/national-care-service-consultation-analysis-responses/documents/>

also thought that the questions included were unclear or were leading respondents to a specific outcome.

- 4.4. In publishing the analysis, the Minister for Social Care stated that the Scottish Government would continue to engage with people with lived experience of services whether they are people accessing care and support, their families, care workers or providers. Over coming months, the Scottish Government will publish a Strategic Outline Case and Programme Business Case for the creation of the NCS and it is currently expected that draft legislation will be introduced within the Scottish Parliament in summer 2022. This legislation will take up to a year to scrutinise and develop given the complexity of proposals. The Scottish Government intends for the National Care Service to be in operation by the end of this Parliament.

5. Workforce Planning 2022-25

- 5.1. The previous operational and policy briefing for the IJB noted that timelines for submission of workforce plans for the period 2022-25 to the Scottish Government had been further extended. It is now understood that there will be a deadline of the end of Jul for the submission of draft plans, with a further three months to the end of October 2022 available for these plans to be approved through local governance routes.
- 5.2. The Scottish Government previously issued a template to be used for interim workforce plans for 2021-22, which enabled consistency across HSCPs and IJBs. At the time of writing, it is understood that the Scottish Government will not issue a common template for plans covering 2022-25 but will provide a checklist of areas which must be covered. The Scottish Government also recently published a national health and social care strategy, on 11 March 2022, which will assist in informing the contents of the new workforce plan.
- 5.3. The HSCP has commenced information gathering to enable development of the IJB's updated workforce plan and will continue to work with partners with NHS GGC to support consistency in approach. A key element of this Workforce Plan, which marks a change from previous versions, is a focus on capturing workforce considerations across the wider health and social care system in Renfrewshire where possible. Work underway includes:
- Engaging with third sector partners through the Voluntary Sector Group to understand current workforce challenges and gather available information.
 - Working with Scottish Care to understand the challenges faced by independent providers.
 - Assessing the breadth of support provided by unpaid carers.
 - Planning for a Strategic Planning Group session in April focused on workforce considerations.
 - Continuing to focus on staff health and wellbeing to ensure this forms a core part of workforce planning over the next three years.
- 5.4. Subject to any further changes to expected timescales, a draft plan will be brought to the IJB in June 2022, which the HSCP will then consult upon over the summer period.

6. National Carers Strategy and support for carers

- 6.1. The most recent national carers strategy Caring Together: The Carers Strategy for Scotland 2010-2015, set out actions to improve support to carers and informed the work to develop the Carers (Scotland) Act 2016. After the commencement of the Act in April 2018, the Government published a Carers (Scotland) Act 2016 National Implementation Plan. The most recent Implementation Plan was published in September 2021 and sets out outcomes and actions in relation to six key priorities for the implementation of the Act during the period 2021-23.
- 6.2. In February 2022, the Minister for Mental Wellbeing and Social Care, committed to the publication of a stand-alone Carers Strategy in late spring 2022. The intention is for the Strategy to have an immediate focus on COVID-19 recovery and a longer-term purpose of improving carer support in a meaningful and sustainable way.
- 6.3. The Carers (Scotland) Act 2016 requires Local Authorities to prepare and publish a carers' strategy, a short breaks statement and to set local eligibility criteria for carers. Renfrewshire's Adult Carer Strategy was approved by the IJB in June 2020 and sets out a preventative approach to supporting carers, with a key priority of identifying carers as early as possible. The HSCP's Adult Carer Eligibility Criteria were approved by the IJB in January 2018 and enable the HSCP to provide support to carers in different caring situations across a whole range of life circumstances. In addition, the HSCP's Short Breaks Statement was approved by the IJB in January 2019 and supports carers to understand what short breaks are available to them, how to access a break and any eligibility criteria that apply.
- 6.4. These documents must be reviewed after three years. The publication of the new national strategy will consequently help inform a planned review of Renfrewshire's Adult Carer Strategy over coming months. The Carers Planning Group will lead on this work which will begin in May 2022 with a consultation programme seeking views from carers and the wider public, with final approval of the documents being sought from the IJB in September 2022. The IJB will receive an update on the work in June 2022.

7. Renfrewshire Palliative Care Strategy

- 7.1. During autumn 2021 the HSCP and partners within the Palliative Care planning group completed a review to update previous work undertaken to develop a Palliative Care Strategy for Renfrewshire. This process considered changes required as a result of the impact of the COVID-19 pandemic on local provision.
- 7.2. This work was paused in December 2021 as a result of the emergence of the Omicron variant and the significant impact this has had on service provision and development over the winter period. However, work has now recommenced on finalising a draft of the strategy to be brought to the IJB in June 2022. Pending approval from the IJB, consultation on the strategy will be carried out over the summer with the objective of submitting a final version of the strategy to the IJB for approval in September 2022.

- 8. Update on the provision of day support for people with Physical Disabilities**
- 8.1. The previous Operational and Policy update to the IJB outlined the interim arrangements in place for physical disability day services following the fire at the Disability Resource Centre (DRC) in November 2021. Currently the Beechwood Community Centre, the Anchor Centre and Finding your Feet in St James House, Paisley are being used as alternative facilities. 65 service users are receiving one day of building-based services per week. In addition, the service is providing outreach support, digital group activities and welfare calls to a further 88 service users.
- 8.2. At the time of writing, work on repairs to the DRC is anticipated to start during March 2022, with an estimated date for completion of mid-June 2022. The use and capacity of the DRC following reopening will be determined by public health and infection control measures required at that time. A further update will be brought to the IJB at its June meeting.
- 9. Review of National Healthcare Response to Winter 2021-22**
- 9.1. On 14 February 2022, the Chief Operating Officer of NHS Scotland wrote to all Board Chief Executives to confirm the commissioning of a review of the healthcare planning and delivery response during winter 2021-22, to progress NHS recovery and strengthen winter planning for the future. This work will identify any changes required during the summer period to enhance national resilience and coordination.
- 9.2. The Scottish Government will also undertake their own lessons learned activity within Health and Social Care Directorates to clarify what went well and what did not go well, to identify any areas for improvement to be implemented in advance of winter 2022/23.
- 10. Publication of Report on Complex Care and Delayed Discharge**
- 10.1. The Scottish Government, jointly with COSLA, published 'Coming Home Implementation: A report from the working group on complex care and delayed discharge' on 21 February 2022. The report makes a number of recommendations for actions to be taken at national and local levels to reduce the number of delayed discharges and out-of-area placements for people with learning disabilities and complex care needs, in line with a vision that everyone's human rights are respected and protected, and that people are empowered to live their lives the same as everyone else.
- 10.2. The report sets out an objective that by March 2024, out-of-area residential placements and inappropriate hospital stays are greatly reduced. Out-of-area placements will only be made through individual, or family choices and people will only be in hospital for as long as they require assessment and treatment.
- 10.3. In doing so, the report recognises a range of barriers which have prevented further progress across Scotland. These are broad ranging and include, for example, the nature of care packages currently offered and challenges relating to the availability of suitable accommodation, a lack of providers able to provide the right level of support, and the recruitment and retention of

specialist staff. Examples of commissioning practices not including co-production were also highlighted.

- 10.4. The report's recommendations sit within a 'Coming Home Implementation Framework' and at a national level include (i) The Scottish Government and COSLA should make a policy commitment to take forward the framework; (ii) A sample Dynamic Support Register should be developed into a tool for national use to improve performance monitoring; (iii) the establishment of a National Support Panel to provide oversight and support for the Register; (iv) The creation of a National Peer Support Network to facilitate joint learning and sharing of best practice; and (v) further work should be undertaken to explore issues in relation to people with enduring mental health conditions who are subject to delayed discharge from hospital.
- 10.5. The Community Change Fund can be used locally to improve community-based support for people with complex care needs and reduce out-of-area placements. The report proposes a range of considerations for the funding including collaborative working with other HSCPs and the third sector, working jointly across Board areas and supporting system-wide workforce development and specialist training.
- 10.6. In addition, Health Boards, IJBs and Housing should assess opportunities for resource transfer to better utilise existing spend and multi-agency contingency planning should be in place for crisis situations. Partners should also ensure that appropriate housing for individuals is available within communities.
- 10.7. The HSCP is currently considering the findings of the report, in line with ongoing activity and the draft Strategic Plan for 2022-25 and will work with partners to develop additional local implementation plans for Renfrewshire where required. In this context, the NHSGGC-wide programme board met on 7 March 2022 to continue activity to implement the Coming Home recommendations which has been ongoing since publication of the initial report. Within Renfrewshire, a Dynamic Support / Risk Register has been in place since 2019.

11. Audit Scotland: Drug and Alcohol Services Update March 2022

- 11.1. On 8 March 2022, Audit Scotland published a high-level briefing providing an update on Drug and Alcohol Services across Scotland. This followed a previous update published in 2019 which highlighted that drug and alcohol-related deaths and morbidity remained high in Scotland compared to the rest of the UK and Europe. Audit Scotland plan to follow up this most recent briefing with more detailed work.
- 11.2. The briefing highlights that progress in addressing the economic, social and health challenges which contribute to drug and alcohol-related deaths has been slow since 2009, noting that "a lack of drive and leadership" had been shown by Scottish Government. The complexity of the delivery of drug and alcohol services is also noted, with many organisations working across different sectors, and as a result Audit Scotland identify the need for clearer accountability across all partners.

11.3. By April 2021, overall funding to Alcohol and Drug Partnerships (ADPs) had returned to approximately the same level as 2015 in cash terms but with no real terms increase in funding. From 2021/22 ADPs will receive a further £20m each year over five years and the Scottish Government has provided additional investment for new initiatives in recent years, including a new drugs deaths taskforce and evidence-based treatments and standards (as set out in section 12 below). It is noted, however, that it is too early to assess the effectiveness of these interventions and difficulties remain in tracking spending.

11.4. Work is underway to evaluate new initiatives and improve data availability however gaps remain. Audit Scotland note that greater focus is still required on addressing the root causes of drug and alcohol dependency and breaking the cycle of harm. It is recommended that the Scottish Government set out a clear integrated plan on how additional funding can be used most effectively and demonstrate how it is improving outcomes. This should be supported by good quality, frequent and timely data.

12. **Update on Scotland's National Mission to reduce drug deaths**

12.1. Separately to the Audit Scotland report noted above, the Minister for Mental Wellbeing and Social Care wrote to Chief Officers in February 2022 to provide an update on three key strands of activity being taken forward as part of the National Mission to reduce drug deaths and to request ongoing support for priority actions. This includes residential rehabilitation, Medical Assisted Treatment (MAT) Standards, and the development of a target covering the numbers of people accessing treatment. In providing this update, it was recognised that increasing provision will place additional pressure on capacity and further recruitment is therefore encouraged.

12.2. In summary, the progress highlighted includes:

- **Residential rehabilitation:** A commitment is in place to increase the number of publicly funded placements by 300% for that by 2026 at least 1000 people are funded for their residential rehabilitation. Work to deliver this target will include a focus on developing pathways into, through and from residential rehabilitation; developing a more effective mechanism for procurement of residential rehab, working with Scotland Excel; and implementing a monitoring, evaluation, and research programme to assess the impact of work undertaken.
- **MAT Standards:** Continued activity to embed these standards by April 2022, which the Minister recognises is a significant challenge, particularly with regards recruitment, retention, and training. Available investment is also accompanied by the MAT Implementation Support Team (MIST) support team to help embed standards and overcome key challenges.
- **Development of a treatment target:** A target to increase the number of people accessing treatment is currently under development and will be in place from April 2022. Initial targets will be set in 2022 covering those

receiving opiate substitute therapy, with further targets set in 2024 to cover all other drugs and alcohol.

13. Mental Health and Wellbeing in Primary Care Services: Scottish Government update

13.1. The previous operational and policy update to the IJB in January 2022 set out the Scottish Government's guidance to support the development of mental health and wellbeing interventions in Primary Care services (MHWPCSs). This includes the development of multi-disciplinary teams within Primary Care settings which will provide assessment, advice, support, and some levels of treatment for mental health, distress, or wellbeing to help individuals access the right support at the right time within their communities. It also builds on activity being undertaken through Action 15 funding and in Primary Care Improvement Plans, including the role of mental health and community link workers.

13.2. The Scottish Government issued a further update on 17 February 2022 to outline future projected levels of funding which are expected to reach £40m per year by 2024-25. Indicative funding for 2022-23 will be £10m and for 2023-24 this will increase to £20m. The National Oversight Group for MHWPCSs will make recommendations on the release of annual funding applications based on receipt of local plans. For Renfrewshire, the maximum annual funding available will be approximately £327k in 2022-23 and £653k in 2023-24.

14. Primary Care: Update on General Practice statistics

14.1. Previous IJB discussions requested further information, where available, on the current number of patients registered with GP practices in Renfrewshire and current numbers of GPs and locum GPs currently working within the authority.

14.2. Current data available from ISD Scotland, as part of Public Health Scotland, shows that as of January 2022 there were 186,239 patients registered with GP practices within Renfrewshire. Local data also shows that in early March there was a total of 158 GPs working within Renfrewshire, which includes GP partners, salaried GPs, trainees and those working under the GP retainer scheme. Members should note that these figures represent a headcount position and the Whole Time Equivalent of these posts may be less than this. The total figures are accurate at the point in time they were collated, however are subject to change over time.

14.3. It is not possible to provide a current figure on locum GPs currently working in Renfrewshire. Due to the nature of the role, these figures are subject to regular change dependent on local requirements.

15. Audit Scotland publication of 'NHS in Scotland 2021' Report

15.1. On 24 February 2022, Audit Scotland published its [annual report](#)² into the current position of the NHS in Scotland, covering 2021. The report has been

² <https://www.audit-scotland.gov.uk/news/reform-of-nhs-key-to-pandemic-recovery>

prepared within the context of the NHS's response to COVID over the last two years and it recognises the significant efforts of the workforce and NHS Boards to support people and implement a range of COVID services such as the vaccination programme over this period.

15.2. However, the report also recognises a range of challenges and issues faced by the NHS, including (i) the continued pressure the NHS is operating under, leading to an increased backlog of patients and longer waiting times; (ii) The impact of the pandemic on staff wellbeing and the importance of workforce planning considering historic challenges in recruiting enough staff with the necessary skills; (iii) a lack of robust data across key areas including workforce, primary, community, social care and health inequalities limits the NHS's ability to plan for recovery; and (iv) the NHS was not sustainable before the pandemic and responding to COVID has increased these pressures.

15.3. Reflecting the breadth and scale of these challenges, Audit Scotland also make a range of recommendations to be taken by the Scottish Government and also jointly by the Scottish Government and NHS Boards. In summary, these recommendations seek to:

- Maintain focus on wellbeing risks affecting staff across the health and social care workforce, including within the Scottish Government.
- Develop a sustainable solution for reducing delayed discharges.
- Improve the use of data and the publication of data to increase transparency.
- Work with patients to inform priorities for service delivery and communicate widely with the public on changes made to how services are delivered.
- Take a cohesive approach to tackling health inequalities and prioritising the prevention and early intervention agenda.

15.4. Audit Scotland also note that the Scottish Government plans to bring financial planning, service planning, workforce planning and capital investment together under a new Care and Wellbeing Portfolio, which has the potential help the NHS become sustainable. Such proposals are at an early stage however.

16. Audit Scotland publication of 'Local Government in Scotland: Financial Overview 2020/21' Report

16.1. Audit Scotland also published their 'Local Government in Scotland: Financial Overview 2020/21' on 10 March 2022. The report highlights that when OVID funding is excluded, there has been a real terms reduction of 4.2% to local government funding in Scotland since 2013/14. It also notes the increasing amounts of ring-fenced funding to meet Scottish Government priorities, which removes local discretion over how these funds can be used.

16.2. The report also highlights that pressures on Local Government funding continue to persist and that longer-term planning arrangements must be reviewed with the involvement of partners and communities. Whilst not specific to adult social care, this point remains highly relevant to services delegated to the IJB.

Implications of the Report

1. **Financial** – Indicative funding allocations for Renfrewshire to support Mental Health and Wellbeing within Primary Care Services are set out in Section 11 of this report.
2. **HR & Organisational Development** – No direct implications from this report. The HSCP will take forward workforce planning for 2022-25 in line with the updated timescales published by the Scottish Government.
3. **Community Planning** – No implications from this report.
4. **Legal** – No implications from this report.
5. **Property/Assets** – No implications from this report.
6. **Information Technology** – No implications from this report.
7. **Equality and Human Rights** – No implications from this report.
8. **Health & Safety** – No implications from this report.
9. **Procurement** – No implications from this report.
10. **Risk** – No implications from this report.
11. **Privacy Impact** – No implications from this report.

List of Background Papers: None

Author: David Fogg, Change and Improvement Manager

Any enquiries regarding this paper should be directed to Christine Lavery, Interim Chief Officer (christine.lavery@renfrewshire.gov.uk)
