

CYNGOR SIR POWYS COUNTY COUNCIL.

**CABINET EXECUTIVE
15 December 2015**

REPORT AUTHOR: The Leader

**County Councillor Stephen Hayes
Portfolio Holder for Adult Social Care**

**SUBJECT: INVESTMENT PROPOSAL TO TAKE FORWARD
INTEGRATION AT PACE**

REPORT FOR: Decision

Summary

It is widely recognised that health and social care services need to be much better co-ordinated around the individual to ensure the right care is offered at the right time and in the right place. Powys has the fastest growing elderly population in Wales and a new approach is required in order to avoid unaffordable increases in spending.

Powys County Council (PCC) and Powys Teaching Health Board (PTHB) are working together and increasingly (currently on a small scale) integrating services. We have the advantage of co-terminous boundaries; this is unique in Wales.

Powys County Council and Powys THB have a track record of partnership working. However, during 2015 a stronger focus on integrated working has developed, in line with such developments across the UK and beyond and in response the Welsh Government policy direction especially the Social Services & Wellbeing Act 2014.

Existing Section 33 agreements: Powys THB and Powys County Council have in place an over-arching Section 33 agreement through which the organisations manage joint arrangements for IT services, reablement services, the Glan Irfon Integrated Health and Social Care project, joint equipment and substance misuse services. Both organisations are fully committed at Board and Cabinet level to further integration as set out in the unique Powys response to the Commission on Public Service Governance and Delivery, published in Jan 2014 and outlined the opportunities for further integration in an Expression of Interest paper submitted to Welsh Government in November 2014.

Current Integration Plan: In June 2015, Powys THB and PCC's Joint Management Team agreed to prioritise two key work streams as part of the 2015/16 Integration Plan:

1. Implementing “One Place” approach to integrated services for Older People. It is anticipated that by bringing together health and social care through shared processes, information and co-location opportunities for individuals to be supported at home will be maximised. This project will develop integrated pathways and, through developing a detailed understanding of the locality population, inform the operational structures required. Two early implementers (one in South Powys and one in North Powys) have been selected.
2. Developing a single organisational development approach - including a joint leadership and management framework; team working and joint scrutiny and governance. This also includes the development of a Joint Management Team and revised Joint Partnership Board.

Proposal

This report sets out a proposal to give detailed consideration to accelerating the programme of integration already underway between Powys County Council and Powys Teaching Health Board. The detail of the proposal is contained within Appendix 1. The proposal at this stage is to seek support to undertake a detailed assessment of the potential to integrate health and social care (primarily adult social care) as a means of improving patient/citizen experience and outcomes from care services, efficiency and sustainability. A full options appraisal to determine the most suitable mechanism for delivering integration of health and social care will be undertaken as part of the detailed assessment.

An indicative timeline for this consideration and any subsequent decision making could fall broadly as outlined below:

- Phase 1 – January - September 2016: Detailed assessment exercise (including options appraisal and due diligence)
- Presentation of findings for decision September 2016 (with interim report considered during April/May 2016)
- Phase 2 – September 2016: Implementation of findings September 2016 onwards dependent on the assessment and subsequent decision making (shadow arrangements)
- Phase 3 – April 2017: Embedding implementation and benefits realisation (March 2017) – dependent on outcomes of phases 1 and 2.

The report also outlines how the expected reconstituted Joint Partnership Board will provide oversight and leadership of the integration of health and social care, along with both organisations commitments as a result of the Social Services and Wellbeing Act. This facilitates governance and strategic oversight of integration by elected members of Powys County Council and independent members of Powys Teaching Health Board.

These proposals are in line with both the THB's Annual Plan and the County Council Service Improvement Plan for adult social care in particular.

One Powys Plan

The Powys One Plan vision was set by Powys Local Service Board and indicates a drive for integrated service change in the County. This has resulted in improvements to services in Powys, particularly in relation to children's services through the Children and Young People's Partnership and for older people - there has also been developing collaboration in shared support functions.

The One Powys Plan 2014-17 outlines the strategic priorities for multi-agency working to support and respond to clearly evidence the local needs of communities in Powys. The reduction in funding available and other government policy changes are leading to a fundamental change in methods of commissioning and the delivery of local services. To achieve the vision of "Strong Communities in the Green Heart of Wales" One Powys Plan (2014-2017) is focused on 5 strategic change programmes.

- Integrated Health and Adult Social Care
- Transforming Learning and Skills
- Children, Young People and Families
- Stronger, safer and economically viable communities
- Organisational and Partnership Development.

The Integrated Medium Term Plan sets out the THB's approach to planning and delivery of services for the residents of Powys for the three year period 2015-18. The plan is designed around the vision set out by the Board to deliver "truly integrated care centred on the needs of the individual" through six inter-related aims:

- Improving Health and Wellbeing;
- Ensuring the Right Access;
- Striving for Excellence;
- Involving the People of Powys;
- Making Every Pound Count;
- Always with our staff.

The establishment of Powys Health and Adult Social Care Integrated Leadership Board has strengthened the joint working which has already taken place between the health board and social care for many years. During 2014/15 the multidisciplinary learning disabilities team was further developed: senior practitioners; adult social workers; community nurses; occupational therapists; clinical psychologist; and speech and language therapist are now based under one roof.

If integration is to progress, there may be a need for both PTHB and PCC to manage more risk than is customary. Key benefits and risks of accelerated integration of health and social care will be further identified during the next phase of detailed work.

Benefits of integration across health and social care highlighted during an initial review include:

- Seamless service user care;
- Value for money;
- Stemming growth.
- Joined up approach welcomed by staff and the people of Powys.

Risks highlighted during an initial review include:

- Service user impact if integration does not go well.
- Need for regulatory framework and national performance requirements to catch up with integrated approach (e.g. capital, performance management of both health and social care) – how will the national interface be managed?
- Delivery of the integration agenda will consume considerable resource, hence becoming a significant distraction to core delivery during transition.
- Assurance will be required that PCC will remain an entity beyond accelerated integration of health and social care, otherwise the benefits of integration will be outweighed by the detrimental effects of a loss of terminosity.

Options Considered/Available

Integration is already underway in Powys, however progressing by means of localised good practice at delivery level forgoes the benefits in service delivery, organisational and financial terms which may be available through accelerated, strategic integration.

By committing resources to thorough investigation of potential models of integration with a view to an accelerated joint PCC/PTHB decision to integrate at strategic level, with revised governance addressing the need for elected/independent member oversight and direction, there is an opportunity to strengthen ongoing integration activity and accelerate pace.

Preferred option

The preferred option is to invest resource in detailed investigation of integration of health and social care in Powys. A full options appraisal to determine the most suitable mechanism for delivering integration of health and social care will be undertaken as part of the detailed assessment.

At the same time the opportunity will be taken to strengthen effective governance and oversight by means of the Joint Partnership Board comprising a revised membership of the Leader of Powys County Council and the Portfolio-holders for Finance and Adult Social Care, together with three independent members of Powys Teaching Health Board. The Joint Partnership Board would direct and oversee the strategic progress of integration, and in respect of integration would be the reporting body for Joint Management Team.

Sustainability and Environmental Issues/Equalities/Crime and Disorder,/Welsh Language/Other Policies etc

There is a requirement placed on the Council to provide good quality services for the individuals who reside in Powys. These services have to be sustainable and flexible to meet the future need of the individuals who require these services. Promotion of health and well-being, choice and flexibility is also essential by placing the 'citizen' at the centre of service provision.

Children and Young People's Impact Statement - Safeguarding and Wellbeing

Key stakeholders, including the Children and Young People's Partnership have been consulted with.

Local Member(s)

This applies to all electoral divisions.

Other Front Line Services

Current operational management structures would need to be reviewed in order to determine the most suitable arrangements for integrated health and social care (this will also be dependent on agreement of scope of services included in the changed arrangements).

Integrated services cannot be delivered in addition to business as usual without additional resourcing or agreement to areas of work that can be suspended. Current areas of executive attention and leadership will need to be considered carefully when evaluating reprioritisation to enable discussion on integration. There is a significant risk of reputational damage to both organisations if integration is not smooth and successful.

There will be a requirement to identify the preferred model of employment and cost implications of change. Depending on the option selected it may be necessary to harmonise pay and conditions. This will need to be addressed in the detailed phase of work. Workforce planning to suit the needs of the service model will need to be undertaken. Back office requirements (workforce systems, training delivery etc.) will also need to be determined so that there is clarity about support. The corporate services impact on both organisations will need to be fully understood and elements associated with social care identified within wider organisational functions. This would include change management arrangements.

An Equality Impact Assessment will be required in the detailed phase of work, and ongoing monitoring of impact beyond integration. This is to ensure no section of the community are disadvantaged, in accordance with the Equality Act 2010, section 149.

There will be a requirement to ensure staff are fully engaged with and supported through the integration of health and social care. This will involve developing and resourcing a staff engagement plan, managing and developing trade union relationships and following the mechanism for changing management arrangements.

Support Services (Legal, Finance, Corporate Property, HR, ICT, BPU)

Corporate Property - "This could lead to benefits in operational effectiveness from co-location and shared use of property and the more efficient use of space".

Finance – the Finance Business Partner notes the comments in the report to give detailed consideration to accelerating the programme of integration already underway between Powys County Council and Powys Teaching Health Board. Powys has the fastest growing elderly population in Wales and a new approach is required in order to avoid unaffordable increases in spend, improving patient/citizen outcomes and delivery of sustainable services. Integrated services cannot be delivered in addition to business as usual without additional resourcing or agreement to areas of work that can be suspended to remain within the current financial envelope. There will be a requirement to identify the preferred model of employment and cost implications of change.

Legal – The recommendations can be supported from a legal point of view.

Human Resources – no comment received.

Business Services – no comment received.

Local Service Board/Partnerships/Stakeholders etc

Partnership working between the health board and local authority is well established in Powys. The proposal at this stage is focused on seeking *support to undertake a detailed assessment of the potential to integrate health and social care* and thus deepen the partnership further. The Local Service Board and Partnership Service Board will be kept informed.

Corporate Communications

Comment: The report is of public interest and requires proactive communication support and action throughout the process.

Statutory Officers

The view of the Strategic Director Resources (Section 151 Officer) - The better co-ordination of health and social care services is a requirement if the whole system is to be financially sustainable. The financial pressures that Powys County Council faces in Adult Services are in large part a product of the county having the fastest growing elderly population in Wales. In order to balance the council's financial position a new approach is needed and the S151 Officer supports a development that helps meet this requirement. The unique advantage (in Wales) that co-terminous boundaries provide will assist the delivery of a new approach. Learning from approaches adopted elsewhere in the UK around funding mechanisms will assist the development of the model and also ensure an effective response to Welsh Government's policy direction.

The Solicitor to the Council (Monitoring Officer) has commented as follows: “I note the legal comment and have nothing to add to the report.”

Members’ Interests

The Monitoring Officer is not aware of any specific interests that may arise in relation to this report. If Members have an interest they should declare it at the start of the meeting and complete the relevant notification form.

Recommendation:	Reason for Recommendation:
<p>It is recommended that Cabinet:</p> <ul style="list-style-type: none"> a) Notes the content of the detailed report (appendix 1); b) Powys County Council and Powys Teaching Health Board will jointly undertake a detailed assessment of the potential to integrate health and social care in accordance with the ‘preferred option’ above. c) Approves the strengthening of the Joint Partnership Board as described in the report, to oversee and direct the integration programme, receive and consider reports arising out of the detailed assessment work, and make recommendations to Cabinet and PTHB Board accordingly. 	<p>To explore integration of health and social care as a mechanism to deliver a sustainable services in Powys.</p>

Relevant Policy (ies):			
Within Policy:	Y	Within Budget:	N

Relevant Local Member(s):	All Members
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Person(s) To Implement Decision:	Strategic Director – People (in partnership with Powys Teaching Health Board)
Date By When Decision To Be Implemented:	Immediately

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Background Papers used to prepare Report:

Please see Appendix 1

Appendix 1 – Case for accelerated integration of health and social care



Appendix 1 -
Investment proposa