

**Wiltshire Council**

**Health and Wellbeing Board**

**21 November 2013**

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**Health and Social Care Integration – update report**

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**Executive Summary**

This report provides an update on the work between Wiltshire Clinical Commissioning Group and Wiltshire Council Adult Social Care services on a range of joint service delivery and joint commissioning activities, demonstrating steps on a journey towards integration of commissioning and service delivery. This includes a proposed joint approach to commissioning of community services.

The report requests that HWB members endorse next steps so that further detailed work may be undertaken by officers, overseen by the Joint Commissioning Board

**Proposal(s)**

It is recommended that the Board:

- i. notes the developments in respect of integration of health and social care services, including:
  - The ongoing development of a shared vision
  - The establishment of a Joint Commissioning Board and shared principles for joint commissioning
  - The drafting of a Joint Business Agreement to provide a framework for all existing and new joint arrangements
  - The ongoing development of proposals for joint commissioning of learning disabilities services and mental health services, which will be reported back to HWB for decisions in early 2014.
  - Community Transformation developments
  - The work towards planning for the Integration Transformation Fund
- ii. Request a report back to its meeting in March 2013 on the plans for use of the Integration Transformation Fund in readiness for these plans to be submitted to NHS England.
- iii. Endorse the commitment to a shared intent to move towards the further joint commissioning of community services and authorise the JCB to develop next steps in terms of:
  - Recommending the scope of services to be jointly commissioned or aligned
  - Recommending any organisational/structural changes required to

support joint commissioning

- Setting out performance monitoring and review frameworks
- iv. Note the joint proposal from Wiltshire CCG and the Council for consideration of a joint commissioning approach for community services
- v. Note a pending decision of the CCG Governing Body on 26<sup>th</sup> November 2013, regarding tendering options for community health services and request that the Chair of the HWB board is briefed on these options prior to the CCG Governing Body meeting on 26<sup>th</sup> November.

### **Reason for Proposal**

Integration remains a key national and local priority and the Health and Wellbeing Board will need to agree to the use of the Integration Transformation Fund in the new year. The last meeting of the Health and Wellbeing Board also requested an update on the vision for integration at the next meeting of the Board; and on the model of care in the Community Transformation Programme.

**Maggie Rae**  
**Corporate Director**  
**Wiltshire Council**

**Deborah Fielding**  
**Chief Officer**  
**Wiltshire CCG**

**Wiltshire Council**

**Health and Wellbeing Board**

**21st November 2013**

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**Health and Social Care Integration – update report**

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**Purpose of Report**

1. This report provides an update on the work between Wiltshire Clinical Commissioning Group and Wiltshire Council Adult Social Care services on a range of joint service delivery and joint commissioning activities, demonstrating steps on a journey towards integration of commissioning and service delivery.
2. The report requests that HWB members endorse next steps so that further detailed work may be undertaken by officers, overseen by the Joint Commissioning Board.

**National Policy context**

3. In May this year, a national collaboration of care and support, including the Department of Health, NHS England, Local Government Association, Care Quality Commission and others, published Integrated Care and Support: our shared commitment. This document establishes the principles of national collaboration, sending a clear signal to the health and social care system that integrated care and support is a critical issue.
4. The Care and Support Bill (2012) sets out a new statutory principle to embed the promotion of individual wellbeing as the driving force underpinning the provision of care and support and population-level duties on local authorities to provide information and advice, prevention services and market shaping. These duties will be supported by a further **duty to promote co-operation and integration** to improve the way organisations work together.
5. The latest Comprehensive Spending Review, announced in June 2013, set out the future intention for the establishment of an Integration Fund of shared resources between local authorities and the NHS with a view to improving the delivery of integrated community services., and in August, the Local Government Association and NHS England published a joint Statement on this the Health and Social Care **Integration Transformation Fund** (the ITF). The new fund will not come into full effect until 2015-16, but the joint statement sets a clear expectation that CCGs and local authorities should build momentum in 2014-15 and set two-year plans from March 2014.
6. The ITF will be a pooled budget which can be deployed locally on social care and health, subject to national conditions which must be addressed in jointly agreed plans. There are six national conditions to use of the funds:

- Plans to be jointly agreed, signed off by Health and Wellbeing Boards
- Protection for social care services (not spending)
- 7-day working in health and social care to support patients being discharged and prevent unnecessary admissions at weekends
- Better data sharing, based on the NHS number
- A joint approach to assessments and care planning and where funding is used for integrated packages of care, there will be an accountable professional
- Agreement on the consequential impact of changes in the acute sector

## **Local context**

7. Wiltshire Council and Wiltshire CCG have made significant progress towards integration in establishing joint commissioning arrangements and progressing joint developments to transform health and care services.
8. In May 2013, with Health and Wellbeing Board support, partners submitted an expression of interest for national integration 'Pioneer' status. Whilst this bid was not one of the 12 selected national Pioneers, it proved a useful exercise in consolidating Wiltshire's shared vision for healthy, resilient communities and how integrated care will help us realise our vision, as follows:
  - We will create a simple, clear care system that operates nearer home.
  - Wiltshire's public and community services will work together to help people to delay and avoid long-term care.
  - We will commission from evidence about Wiltshire's health and care economy, starting with a detailed statistical analysis of the needs of Wiltshire's population and the quality and capacity of Wiltshire's system.
  - We will commission for outcomes that benefit people who use services and the taxpayers who pay for them.
  - Most people in Wiltshire who use formal social care pay something towards the cost. Two-thirds pay the entire cost. We will support community and voluntary organisations in Wiltshire to develop services for people who are not eligible for, or do not want, formal services from Wiltshire Council.
9. In June 2013, we were successful in being nominated for one of 26 national places in a systems leadership programme, sponsored by the Local Government Association. Our bid used the story of a notional resident – Gwen Wiltshire – who was admitted to hospital as a result of a fall, and then, after a lengthy stay in hospital, ended her life in a residential care home, and set out how we would expect Gwen's story to be different.
10. In respect of the Integration Transformation Fund, a national planning template has been provided and in Wiltshire, an officer working group has been established, reporting initially to the Joint Commissioning Board for Adults' Services to ensure plans are in place for these funds ready to report to the HWB in March 2014.

## **Joint Commissioning in Wiltshire**

11. In January 2013, the Council and CCG established a Joint Commissioning Board (JCB) for Adults' Services and agreed the following shared commissioning principles to work to:

- Joint commissioning will take account of local needs and priorities, as set by the Wiltshire Health and Wellbeing Board through the Joint Strategic Assessment and the Joint Health and Wellbeing Strategy
- Joint commissioning will take account of an evidence-base of what works to deliver the best outcomes for local people
- A commitment to focus on early, creative preventive approaches, based in local communities
- A commitment to shared understanding of risk
- A commitment to improve information, advice and signposting about service available to people, including services available from the voluntary and community sector
- Acknowledgement of national direction, national outcomes and frameworks for the NHS and social care.

12. The JCB met for the first time in July 2013 and already has a full work programme, overseeing existing joint commissioning arrangements and developing proposals to bring to future meetings of the Health and Wellbeing Board on new joint commissioning arrangements. The work of the JCB to date includes

- The drafting of a formal Joint Business Agreement, to cover all joint arrangements between the Council and the CCG. This Agreement is now ready for signature and is the subject of a separate agenda item at this HWB meeting.
- Establishing and monitoring arrangements for the action plan in response to Winterbourne View
- The development of proposals for joint commissioning arrangements for mental health services, hosted by the CCG, with proposals coming back to the HWB in early 2014
- The development of proposals for joint commissioning arrangements for learning disabilities services, hosted by the Council, with proposals coming back to the HWB in early 2014.
- The oversight of joint commissioned elements of the Community Transformation programme.
- The establishment of a sub group to work on plans for the Integrated Transformation Fund.

## **Community Transformation Programme**

13. In November 2012, Wiltshire Council and Wiltshire Clinical Commissioning Group, working with Great Western Hospital as the current community healthcare provider, committed to a shared programme of work to transform

community health services. The shared vision and case for change for this work programme was agreed by the Joint Commissioning Board at its first meeting in July 2013.

14. People in Wiltshire today are living longer healthier lives than ever before. Once fatal diseases can now be cured or managed, adding years or even decades to a person's life. Such progress brings challenges and our system of health and social care is under ever increasing pressure. The benefits of people living for longer are often detracted from by many living with multiple complex health conditions.
15. At present, the needs of older people in Wiltshire are met by a range of services in various locations, ranging from the support from a neighbour or relative through formal home-based care or periodic care in hospitals and care homes to long-term care in a residential setting. Such services are often complex both to deliver and to receive. Wiltshire people have often expressed their frustration at the complexity of the system and the need to repeat their personal circumstances to numerous different health and care professionals each time they interact with a different part of the care team. Service users and front-line workers have said that integrated care and early interventions are priorities.
16. The vision for transforming community health services is to build an appropriate model for care closer to home, creating a sustainable care system that is built around individuals and local communities, with a focus upon the elderly, most vulnerable patients, supporting them appropriately to reduce or avert crises. Key to enabling the achievement of this vision will be multi-disciplinary teams, wrapped around primary care clusters, working across community health services, social care, mental health and other community resources such as the voluntary and community sector, to provide integrated, accessible care.
17. Joint developments towards community transformation have been reported regularly to the Health and Wellbeing Board. Plans are developing for service delivery to be concentrated around 23 local clusters of GP practices with increasing alignment between primary care, community health services and social care around these clusters. Plans are in place for better rapid response services to help people stay in their own home; a single point of access to health and care; clinical risk stratification; multi-disciplinary care coordination based in GP practices.
18. The CCG is currently considering options for the retendering of the Community Health Services contract, and will be taking a decision on tendering options at its Governing Body meeting on 26<sup>th</sup> November.
19. At its meeting in October 2013, the JCB considered a paper on the intent for joint commissioning of community health and social care services in Wiltshire on the basis that integrated commissioning may offer the opportunity to:
  - Target services to give the greatest impact on outcomes
  - Avoid duplication of services

- Ensure value for money and efficiency
  - Develop more coordinated services
  - Share best practice
  - Share expertise
  - Share intelligence about needs
20. The JCB has noted that a stated commitment to joint commissioning of community health and social care services would have implications for the CCG's re-procurement of the Community Health Services contract (currently held by GWH) and supported the proposal for a stated shared intent to move towards joint commissioning of community services.
21. The JCB also noted that joint commissioning can be interpreted in a range of ways, and alignment of future health and social care services under joint commissioning arrangements would not necessarily involve further pooling of budgets or a single health and care providers. Option for future joint commissioning and/or joint provision arrangements would need to be appraised in detail and would need to be referred to elected members and the CCG Governing Body for full debate and approval.
22. Subject to the agreement of the HWB, the next steps in support of joint commissioning of community services would be to
- Agree the scope of services to be jointly commissioned or aligned
  - Agree any organisational/structural changes required to support joint commissioning
  - Set out performance monitoring and review frameworks

### **Safeguarding considerations**

23. Integration and joint commissioning provides opportunities to strengthen arrangements to ensure that people are kept safe from avoidable harm. The joint work already underway on the Winterbourne View Action Plan, overseen by the JCB, is one example of how the CCG and the Council can work together to strengthen safeguarding.

### **Public Health considerations**

24. Integration and joint commissioning present opportunities for a range of joint working to ensure that people are supported to live healthily.

### **Environmental and climate change considerations**

25. None known

### **Equalities impact of the proposal**

26. Integration and joint commissioning present opportunities for a range of joint working to ensure that health inequalities are tackled and that higher levels of ill health faced by some less well-off communities are reduced. Commissioning based on evidence within the Joint Strategic Assessment will support this.

## **Risk assessment**

27. There is a clear national mandate for integration of health and social care services. Not to move forward on the integration journey would jeopardise service delivery and our ability to get the greatest impact on outcomes for people who use services.
28. Not to progress towards integration would also compromise the transfer of the Integration Transformation Fund to the local authority and ensure its use to protect and develop improved services.
29. Each development towards more integrated services needs to be managed robustly. We will need clear risk-share arrangements and agreements for dealing with financial pressures and disputes. The framework offered by the Joint Business Agreement will ensure that all risks are documented, managed and mitigated appropriately.

## **Financial implications**

30. See Risk Assessment section above.

## **Legal implications**

31. There are no known legal impediments to joint commissioning or to integration. The Joint Business Agreement and use of Health Act (2006) Flexibilities would provide the legal framework for all future arrangements.

## **Conclusions and Recommendations**

32. The Health and Wellbeing Board is recommended to
33. Note the developments in respect of integration of health and social care services, including
  - The ongoing development of a shared vision
  - The establishment of a Joint Commissioning Board and shared principles for joint commissioning
  - The drafting of a Joint Business Agreement to provide a framework for all existing and new joint arrangements
  - The ongoing development of proposals for joint commissioning of learning disabilities services and mental health services, which will be reported back to HWB for decisions in early 2014.
  - Community Transformation developments
  - The work towards planning for the Integration Transformation Fund
34. Request a report back to its meeting in March 2013 on the plans for use of the Integration Transformation Fund in readiness for these plans to be submitted to NHS England.
35. Endorse the commitment to a shared intent to move towards the further joint commissioning of community services and authorise the JCB to develop next steps in terms of:



- Recommending the scope of services to be jointly commissioned or aligned
- Recommending any organisational/structural changes required to support joint commissioning
- Setting out performance monitoring and review frameworks

36. Note the pending decision of the CCG Governing Body on 26<sup>th</sup> November 2013, regarding tendering options for community health services and request that the Chair of the HWB board is briefed on these options prior to the CCG Governing Body meeting on 26<sup>th</sup> November.

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#### **Unpublished documents used in production of this report**

- *Wiltshire's Expression of Interest in national integration Pioneer status*
- *JCB paper – Intent for Joint Commissioning of Community Health and Social Care Services in Wiltshire (a paper by Wiltshire CCG).*