

**EAST AYRSHIRE COUNCIL**

**CABINET 22 JUNE 2011**

**RESHAPING CARE FOR OLDER PEOPLE**

**Report by Executive Director of Educational and Social Services**

**1. PURPOSE OF REPORT**

1.1 The purpose of this report is to:

- (i) advise members of progress in the development of the Reshaping Care for Older People Programme
- (ii) to provide information in respect of the development of the Joint Commissioning Plan 2012 -2021
- (iii) to seek endorsement of the Transformational Plan that sets out for East Ayrshire Community Planning Partnership an investment and implementation strategy to utilise the resources allocated through the Change Fund in support of further progressing the Reshaping Care agenda.
- (iv) Seek agreement of proposals for the initial human resource and commissioning implications for the Council.

**2. BACKGROUND**

- 2.1 Background to the changing demography of East Ayrshire with an ageing population providing both opportunities for engagement of older people in community activities and also challenges faced by social care, housing and health services have been the subject of previous reports to Cabinet in respect of Social Work sustainability most recently on 19 May 2010.
- 2.2 Information on the Reshaping Care for Older People Programme, setting out the initial Transformation Plan for East Ayrshire, prior to submission to Scottish Government was submitted to Cabinet for endorsement on 23 February 2011.
- 2.3 The social work sustainability programme builds on our 2006/2011 older people strategy "The Future Direction of Older People's Services" where following consultation with older people and communities the Council agreed priorities to support older people live at home when it is safe and appropriate to do so, and when this was not possible to arrange care in a homely environment.
- 2.4 During 2010 the Scottish Government, COSLA, NHS Scotland and individual partnerships including East Ayrshire consulted on "Reshaping Care for Older People" a 10 year strategy to support a shift in the balance of care from

hospital and institutional settings to care at home. The final strategy for change was published in March 2011 with 8 commitments:

- We will double the proportion of the total health and social care budget for older people that is spent on care at home over the life of this plan.
- We will build the capacity of third sector partners to help them do more to support the experience, assets and capabilities of older people.
- We will introduce a £70 million Change Fund for 2011/12 and in the region of £300 million over the period 2011/12 to 2014/15 to stimulate shifts in the totality of the budget from institutional care to home and community based care and enable subsequent de-commissioning of acute sector provision.
- We will shift resources to unpaid carers, as part of a wider shift from institutional care to care at home.
- We will improve quality and productivity through reducing waste and unnecessary variation in practice and performance with regard to emergency admissions and bed days across Scotland.
- We will aim to reduce rates of emergency bed days used by those aged 75+ by a minimum of 20% by 2021 and at least 10% by 2014/15.
- We will ensure older people are not admitted directly to long term institutional care from an acute hospital.
- All older people over 75 years will be offered a telecare package in accordance with their assessed needs.

2.5 In anticipation of the final strategy the budget statement by Scottish Government on 17 November 2010 included indication of a “Change Fund” to support the Reshaping Care for Older People programme with a national resource of £70million for 2011/2012. On 23 December 2010 Guidance on the Change Fund was issued and detailed for East Ayrshire an allocation of £1.648million.

### **3. EAST AYRSHIRE TRANSFORMATION PLAN DEVELOPMENT**

3.1 National guidance on the change plans required that plans be agreed at partnership level by Local Authority, Health Board, Voluntary Sector and Independent Sector. In East Ayrshire the local plan was developed following a number of partnership meetings and a well attended and very positive extended Officer Locality Stakeholder Event in January 2011. This included representation from:

- East Ayrshire Council – (Social Work, Housing, Leisure and Finance)
- NHS Ayrshire & Arran
- East Ayrshire CHP Carers Sub Group
- Scottish Care
- East Ayrshire Advocacy Services
- East Ayrshire Princess Royal Trust for Carers
- Alzheimer Scotland
- Citizens Advice Bureau

- 3.2 In the development of the Transformational Plan, our focus has been to further progress our successes, and address our challenges, this includes:
- An integrated model of rehabilitation and enablement services established in East Ayrshire that includes, Local Authority, Health, Voluntary and Independent sectors.
  - A shift from hospital based to community based intensive support services for older people. This will include development of housing options that support independence for people with long term health conditions.
  - Services developed which sustain independence and promote self management amongst older people
  - Informal social networks developed which promote the health and wellbeing of older people
  - A reduction in emergency admissions amongst people over 65 years
  - A reduction in hospital bed days experienced by older people due to delayed discharges and emergency admissions.
- 3.3 At a national level responsibility for sign off of Change Plans was delegated to Community Planning Partnerships. The East Ayrshire Community Planning Partnership Board remitted to the Community Health Partnership Committee to develop the East Ayrshire Local Transformation Plan. The guidance further indicates that plans required to be agreed at partnership level by Local Authority, Health Board, Voluntary Sector and Independent Sector, or the funds available for a particular area would be frozen.
- 3.4 A report on the outcome of this engagement was presented and endorsed by the East Ayrshire Community Health Partnership Committee in January 2011.
- 3.5 The Change Fund plan was submitted to Scottish Government on the 25 February, following partnership agreement and is attached as Appendix 1.

#### **4 EAST AYRSHIRE TRANSFORMATION PLAN IMPLEMENTATION**

- 4.1 The East Ayrshire submission was formally approved by the Scottish Government on the 15 March 2011.
- 4.2 The Chairs of East Ayrshire CHP, Adult Officer Locality Group met with the Scottish Government through the Joint Improvement Team (JIT) on 28 March 2011, for formal feedback on the submission. This was followed by a stakeholder engagement event on the 9 May, which was attended by JIT, to update on progress and direction of travel.
- 4.3 JIT strongly supported the additional investment of just over a million pounds from the Council and NHS Ayrshire and Arran to address demographic trends and facilitate a shift in the balance of care. They recognised the positive engagement of third and independent sector representatives in the development of the Change Plan. They also supported the links demonstrated with housing, and the focus on specific service areas such as carers, dementia, and end of life care.

- 4.4 In terms of sustainability the JIT team also noted there was reference to the importance of achieving a reduction in institutional beds and the recurring use of revenue driven through Integrated Resource Framework, with the detail to show how resource will move across NHS and Council and other sectors to be developed.
- 4.5 The CHP Committee in April tasked the Adult Officer Locality Group with the responsibility for the implementation of the Reshaping Care Plan, and the development of a joint commissioning strategy.
- 4.6 Both the Third Sector Interface and the Independent Sector have agreed to be integrated in to the CHP structure in order to ensure full engagement in the reshaping care agenda as it develops locally.
- 4.7 In terms of Governance there requires to be further work carried out at national and local level to:
- develop the links between the performance measures submitted in the plan to outcomes
  - agree baseline figures for the proposed measures against which progress can be monitored
  - develop regular performance updates
  - implement arrangements for dealing with any variations and slippages in performance
  - implement clear links between performance outcomes and funding allocations.

This work will support regular reporting of the performance outcomes, financial outcomes.

- 4.8 The East Ayrshire Partnership is progressing to develop our 2011/2015 Older People Strategy that fully incorporates the Reshaping Care for Older People and associated Change Fund agenda. This will be supported by a joint commissioning strategy for older people. The Joint Commissioning Strategy process will be a major focus of Change Plan Guidance for 2012 and has featured in communications to date.

## **5. FINANCIAL IMPLICATIONS**

- 5.1 Change Fund monies are being distributed through NHS Boards. In line with established practice, the Board will designate a Director as the budget holder. As a consequence of governance arrangements centred on Community Health Partnership, the designated Director would be the Health Care Director for Integrated Care and Partnership Services.
- 5.2 The Officer Locality Group for Adults and Older People have been working with partnership finance staff to agree a process to establish:
- the commissioning strategy for the £1.64m;
  - the phasing of such expenditure;

- Arrangements for managing the interface between recurring and non-recurring monies e.g. resource transfer and change fund monies
- Arrangements for managing the interface between any variations and slippages.
- System and principles for agreement on transfer of resource within Health to devolved budgets; to Local Authorities and third parties taking into account actual commencement dates.
- Clear links between resource allocation, performance measures and expected outcomes

A comprehensive report on these arrangements will be presented for agreement at the next CHP committee on the 15 August 2011.

- 5.3 The East Ayrshire partnership is working towards a pooled change fund budget as quickly as is practicable to allow better use of existing financial resources. A financial levers and protocols mechanism for setting up a pooled budget has already been agreed by the partners through the Integrated Resource Framework programme in Ayrshire, and was agreed at Governance and Scrutiny Committee in February 2012.

## **6. Change Fund Commissioning Strategy for Investment Priorities 2011/12**

- 6.1 The previous report to Cabinet in February gave an outline of investment priorities. Further work has been undertaken to detail the investment for 2011/12.

### **6.2 Council Services**

- 6.2.1 **Care at Home Services** – Resources will be provided to both directly delivered services and commissioned services to increase capacity with an aim of:

- 1) Supporting early discharge of older people from hospital and a local target of 4 weeks maximum waiting time till discharge. (National Target is 6 weeks)
- 2) Supporting initiatives to prevent repeat hospital admissions of older people with long term health conditions.

**Investment - a total of £400k has been made available to increase capacity of our home from hospital team and mobile care teams to support early discharge and prevent admission. We anticipate utilising a proportion (approx 35%) on independent sector provision to provide flexibility of response.**

- 6.2.2 **Assessment and Care Management** – Resources will be directed to increase capacity to deliver professional assessment and interventions to support older people achieve the outcomes articulated through Reshaping Care.

**Investment - £130k will provide 3 additional registered social workers to increase capacity and reduce time intervals for needs and risk assessment.**

**6.2.3 Telecare / Telehealth** – Investment will be directed to:

- 1) Support the technical installation and maintenance of equipment
- 2) purchase peripheral equipment to meet the individual needs of older people.

**Investment - £75k will support increased capacity for installation of both telecare and telehealth equipment, and also increased monitoring of equipment in people's homes. This will require 1 additional post to directly support the technical work in people's homes.**

**6.2.4 Leisure Services** – Resources will be invested to:

1. Support and develop social activities and health improvement activities within supported housing services.
2. Build capacity of communities to sustain activities.
3. Support individual older people with lifestyle programmes

**Investment - £55k invested with leisure services and also increased partnership work in relation to the duties of care co-ordinators being more integrated with social activities.**

**6.3 Voluntary Sector Services Commissioned by the Council**

**6.3.1 Independent Advocacy Services** – Investment will be provided to increase capacity to ensure older people's voices, particularly the most vulnerable are fully considered in care planning.

**Investment - £10k from Change Fund plus an additional £10k from Community Care services specifically to support Care Home Residents**

**6.3.2 Carer Support** – Investment will be provided from the Change Fund to support implementation of the carers strategy through an increase in the number of carer support plans completed. This is supplementary to the investment programme from the additional 2011/2012 announced for carers.

**Investment - £30k to employ a worker to complete support plans for older carers.**

**6.3.3 Dementia Services** – Resources will be directed through the voluntary sector in respect of implementation of the Dementia strategy to provide post diagnostic support, community capacity building and specific interventions.

**Investment – Existing levels of investment maintained and we will work with Alzheimer Scotland to refocus their current work to address**

**identified gaps including early support post diagnosis, and support to people with early onset dementia.**

6.3.4 **Care and Repair** – Investment will be provided to:

- 1) Support self referral
- 2) Reduce waiting times for installation of adaptations
- 3) Provide environmental risk assessments to reduce risk of falls

**Investment - £40k invested in Care & Repair through Shire Housing to support early installation of small OT adaptations (eg handrails) and reduce waiting times.**

6.3.5 **Community Capacity / Social Enterprise** – Resources will be made available to voluntary and community organisations to develop community capacity / volunteer recruitment to support older people and their carers.

**Investment - £10k allocated from Change Fund monies.**

6.4 **Independent Sector Services Commissioned by the Council**

6.4.1 **Care Homes** – Resources will be invested across the partnership to maximise the existing expertise in care homes in supporting older people with complex care needs including Dementia and end of life care.

**Investment - The direct investment will be in statutory services with formation of a support team comprising 2 social workers, 2 CPNs and general nurses, led by our contracts team and in conjunction with SCSWIS and Scottish Care.**

6.4.2 **Care Homes** – as part of existing strategies all long term care and residential respite for older people in East Ayrshire is already commissioned through Independent Care Homes. Further resources will be invested to expand this partnership working to include all care home facilitated rehabilitation and reablement.

**Investment - £90k (3 beds) will be invested to support rehabilitation activity in care homes including telehealth. Joint working discussions are underway with Scottish Care**

6.4.3 **Care at Home** – To support the shift in balance of care from institutions to community, resources will be invested to increase both the capacity of commissioned care at home services and also the proportion of the total service delivered through these arrangements. **(See above)**

6.5 **NHS Services**

6.5.1 **Primary Care Services** –Through engagement with Primary Care practitioners including General Practice, Pharmacy and Palliative Care

services resources will be invested to develop and implement anticipatory care plans that support older people to be cared for at home rather than institutions.

**Investment - £200k**

- 6.5.2 **Elderly Mental Health Services** – Resources will be invested to support implementation of the Dementia Strategy including liaison support to carers of older people accommodated in acute hospitals and independent care homes.

**Investment - £75k for 2 nurses to support care homes plus £40k to support implementation of dementia strategy**

- 6.5.3 **Frail Elderly Services** – Resources will be invested as bridging finance to support the expertise of consultant geriatricians and nursing staff to move from a hospital focus to increasingly support community services including development of the integrated health and social care hub.

**Investment - £30k to support additional geriatrician sessions in the community, £280k to support additional nursing and other health professional capacity in preventing admission and facilitating discharge.**

- 6.5.4 **Allied Health Professionals** – To support development of the integrated health and social care hubs investment will be made to increase the capacity of allied health professionals including physiotherapists and occupational therapists working in a community setting.

**Investment - £75k**

- 6.5.5 **Community Pharmacy** - Specific investment to support pharmacies and care at home services to implement our medication policy.

**Investment - £15k this directly supports our Personal Carers**

- 6.5.6 **Community Services** – Resources will be invested to support outreach work in respect of Chronic Obstructive Pulmonary Disease and in particular increased co production / self management.

**Investment - £60k**

6.6 **Pan Ayrshire Cross Agency Investment**

- 6.6.1 Resources will be invested to support the development of a business case and implementation plan for a pan Ayrshire equipment service. It is proposed this scoping and development work will be supported by Cordia who have unique experience of this work across Local Authorities and Health Boards in Scotland.

**East Ayrshire Partnership Investment - £20k**

- 6.6.2 Resources will be invested to further develop innovative work around falls prevention and management. This work will be co-ordinated on an Ayrshire wide basis, with local investment in specific community based activity, particularly in sheltered housing complexes and in telecare monitoring systems.

**Investment - 15k**

**7. HUMAN RESOURCE IMPLICATIONS**

- 7.1 A workforce development programme will be developed as part of the Change Fund investment.
- 7.2 The development of the Single Point of Contact Hubs will see service redesign to bring together East Ayrshire Council employees with NHS colleagues in an integrated service with an aspiration for early movement towards joint management. Any implications for terms and conditions of East Ayrshire will be reported to Cabinet as appropriate.
- 7.3 The proposals in Section 6 of this report will see establishment of:
- 3 additional Registered Social Workers posts
  - 1 additional technical support post in respect of telecare
  - additional capacity in out of hours home care services to support early discharge and prevent admission

**8. POLICY AND LEGAL IMPLICATIONS**

- 8.1 The delivery of the Reshaping Care programme supports local and national policies including Shifting the Balance of Care, Carers Strategy, Long Term Conditions Plan and the Dementia Strategy.

**9. COMMUNITY PLANNING IMPLICATIONS**

- 9.1 The Reshaping Care programme is an integral part of the Health and Wellbeing Theme of the Community Plan and provides opportunities to maximise partnership working, particularly around the agenda of shared services.

**10. RISK IMPLICATIONS**

- 10.1 Delivery of effective social care, housing, health improvement and health services mitigates against risks to individuals against the impact of ill-health, lack of independence and inappropriate admission to institutional care.
- 10.2 Development of sustainable models of care mitigates against financial risk to the public sector.

## **11. EQUALITIES IMPLICATIONS**

- 11.1 The delivery of the Reshaping Care programme is a positive contribution of inclusion of older people.

## **12. RECOMMENDATIONS**

It is recommended Cabinet:

- (i) Note the final Change Plan submission to the Scottish Government
- (ii) Endorse the governance arrangements for the East Ayrshire Change Plan as outlined in section 3 and 4 of this report.
- (iii) Agree the human resource proposals detailed in section 7 of this report.
- (iv) Agree to the additional contractual payments outlined in section 6 to;
  - East Ayrshire Advocacy Services
  - East Ayrshire Carers Centre
  - Shire Housing (for Care&Repair)
  - Equipu (Cordial) re pan Ayrshire equipment service
- (v) Agree to receive further reports from the Executive Director of Educational and Social Services in respect of Reshaping Care
- (vi) Otherwise note the content of this report.

**Graham Short**  
**Executive Director of Educational and Social Services**  
**16 June 2011**  
**EF/SJ/JQ**

### **LIST OF BACKGROUND PAPERS**

- 1 Community Plan 2009/2011
- 2 Single Outcome Agreement 2008/2011
- 3 East Ayrshire Strategic Direction for Older People 2006/2011
- 4 Reshaping Care for Older People – A Programme for Change 2011-2021
- 5 Delayed Discharge Action Plan 2002

**IMPLEMENTATION OFFICER: EDDIE FRASER, HEAD OF SERVICE:  
COMMUNITY CARE**

**East Ayrshire Change Plan Template (Draft 17<sup>th</sup> Feb 2011)**

**1. Name of partnership**

East Ayrshire Community Health Partnership  
East Ayrshire Community Planning Partnership

**2. Partner organisations**

Stakeholder events have been held within East Ayrshire to where all stakeholders participated in the formation of the Change Plan. The completed plan has been circulated for further consultation prior to submission and has undergone due process including consultation at CHP, Council and NHS structures and engagement with voluntary and independent sectors. Partnership agreement has been reached of the general principles and approach for an East Ayrshire Change Plan  
Stakeholders have included:

- East Ayrshire Council – (Educational and Social Services and Neighbourhood Services)
- NHS Ayrshire & Arran
- East Ayrshire CHP Carers Sub Group
- Scottish Care
- East Ayrshire Advocacy Services
- East Ayrshire Princess Royal Trust for Carers
- Alzheimer Scotland
- Citizens Advice Bureau
- CVO

**Finance – use of Change Fund and additional resources**

From	Amount £
Initial central allocation	£1,684,000.00
Added by NHS Board	£227,000.00
Added by local authority	£785,000.00
Other	£0.00
<b>TOTAL</b>	<b>£2,696,000.00</b>

**Summary of current partnership budget for older people**

**£123,919,000.00**

**Summary of key outcomes/outputs achieved through current resources**

- Consistent achievement of zero patients waiting more than 6 weeks for discharge from hospital to appropriate setting
- Pilot work on Single Point Of Contact to integrated health and social care services
- Meeting and often exceeding national balance of care targets for older people with intensive care needs
- Progression of the East Ayrshire Supported Accommodation Strategy for Older People including new Council House provision prioritised to older people
- Partnership arrangements with Independent Care Home Providers to deliver all long term care home support for older people
- Engagement of family carers in planning and service redesign through development of carers sub group as part of CHP structure
- Reablement approach to home care provision to maximise independence
- Telemonitoring technology development to support responsive 24 hour services.
- Integrated Resource Framework pilots to identify efficient and effective use of public resource

### **Key changes to achieve over the next 5 years**

The partnership has taken into account the JIT profiles for East Ayrshire in the development of our plan

- An integrated model of rehabilitation and enablement services established in East Ayrshire, that includes NHS, LA, voluntary orgs, and independent sector
- A shift from hospital based to community based intensive support services for older people. This will include development of Housing options that support independence for people with long term conditions
- Services developed which sustain independence and promote self management amongst older people
- Informal social networks developed which promote the health and wellbeing of older people
- A reduction in emergency admissions amongst over people over 65 years
- A reduction in hospital bed days experienced by older people due to delayed discharge and emergency hospital admission
- An increase in the number of older people living independently at home
- A reduction in the number of patients waiting 4 weeks for discharge from hospital to appropriate setting

### **Use of Change Fund and outcomes anticipated**

Attached at Appendix One

### **Key performance measures to assess progress**

Joint performance management framework being developed working with the Joint Improvement Team. The range of quantitative measures across the partnership are attached at Appendix 2. The partnership is continuing to work on qualitative measures e.g. talking points.

### **Summary of how Change Fund will enable shifts in core budgets and impact on the totality of spend by the partnership over the next 5 years**

- Through strengthening community health and social care it is intended to reduce the dependency on hospital based services and as a consequence disinvest NHS core budgets from hospital care and shift to community provision - NHSA&A has closed, or plans to close 88 long stay care of the elderly beds and 31 elderly mental health beds over the next two years. This would generate resource release of over £3m to provide recurring revenue from NHSA&A for Change Fund initiatives which Ayrshire partnerships decide to support on a recurring basis. There is also support for reduction in acute and intermediate care beds to support the agreed shifting the balance of care objectives.
- Reduction of proportion of Local Authority funding to long stay care home placements and increased use of care homes for rehabilitation / reablement / respite
- Shift of NHS and Local Authority core budgets to joint commissioning of third Sector and Independent sector including a commitment to increase balance of care purchased from independent sector care at home services.
- Creation of joint budgets for the delivery of health and care services for older people.
- Use of community capacity resource through personalisation and co-production approaches.

### **Indicate the financial mechanism and governance framework**

The Change Fund plan will be approved by the community health partnership, East Ayrshire Council and the Community Planning Partnership. The change fund monies will be held by the Health Board and hosted in the Community health Partnership budget. The monies will held as a pooled budget for partners use using the Integrated Resource Framework 'financial driver' models which support the implementation of joint budgets and commissioning.

### **Support requirements to assist delivery**

- On-going engagement with communities and stakeholders to support shift in expectations from institutional care to community care models
- On-going engagement with Third Sector and Independent sector
- National and local political support for possible future bed closures and NHS facility reductions
- National and local political support for possible future care home closures as Local Authority changes provider commissioning
- Joint improvement Team support to expand current older people joint commissioning strategy
- HR support for the transfer of staff from institutional care to community care roles

- HR support for the transfer of staff from institutional care to Independent providers roles
- Organisational Development support for NHS, Local Authority, Third Sector and Independent sector to support change agenda

**This plan has been prepared and agreed by the NHS, Council, Third Sector and Independent Sector interests.**

Drew Filson  
Chair, East Ayrshire Community Health Partnership

Signed

Ian McMaster  
Scottish Care for the independent Sector

Signed

Fiona Skilling  
CVSO for the third sector interface

Signed