

EAST RENFREWSHIRE COUNCIL
AUDIT AND SCRUTINY COMMITTEE
2 June 2016
Report by Clerk
NATIONAL EXTERNAL AUDIT REPORT
HEALTH AND SOCIAL CARE INTEGRATION

PURPOSE OF REPORT

1. To provide information on the Audit Scotland report *Health and Social Care Integration*.

RECOMMENDATION

2. It is recommended that the Committee considers the report.

BACKGROUND

3. Copies of the Audit Scotland report *Health and Social Care Integration*, published in December 2015, have already been circulated to all Audit and Scrutiny Committee Members. This is the first of three reports on this major reform programme. Feedback on the other two, on *Changing Models of Health and Social Care*; and *Social Work in Scotland*, will be the subject of future reports to the Committee in due course.

4. Under the Committee's specialisation arrangements, the Members who are leading the review of the *Health and Social Care Integration* report are Councillor Grant and Councillor Reilly. In accordance with arrangements established by the Committee for dealing with such reports, the Chief Officer Health and Social Care Partnership has provided comments on it. A copy of the feedback is attached (see Appendix 1).

RECOMMENDATION

4. It is recommended that the Committee considers the report.

Local Government Access to Information Act 1985

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Background Papers:-

1. Audit Scotland Report *Health and Social Care Integration*

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EAST RENFREWSHIRE COUNCIL**AUDIT & SCRUTINY COMMITTEE****2 June 2016****Report by Julie Murray, Chief Officer****AUDIT SCOTLAND REPORT – HEALTH AND SOCIAL CARE INTEGRATION****PURPOSE OF REPORT**

1. This report provides the Audit & Scrutiny Committee with an overview of the Audit Scotland Report on Health and Social Care Integration and the implications for East Renfrewshire Integration Joint Board.

RECOMMENDATION

2. Committee is asked to note the Audit Scotland Report on Health and Social Care Integration and local actions detailed in Appendix 1.

BACKGROUND

3. In December 2015 Audit Scotland published the first of three planned reports on health and social care integration. The first report has looked at issues emerging in the year of transition to Integration Joint Boards. Subsequent reports will look at first year progress and longer term impact in shifting resources to prevention.
4. Through reviewing progress at this relatively early stage Audit Scotland provides a picture of the emerging arrangements for setting up, managing and scrutinising Integration Joint Boards and highlights risks that need to be addressed as a priority to ensure the Public Bodies reforms succeeds. Integration authorities will oversee more than £8 billion of NHS and care resources, with significant change required to meet the needs of an ageing population and increasing demands on services.
5. The report was based on a review of integration schemes, strategic plans and progress documents; reports of other audit and scrutiny bodies; survey of Integration Authorities and interview of key stakeholder representatives. East Renfrewshire was one of the six integration authorities included in the stakeholder interview process.

REPORT

6. The Audit Scotland Report notes wide support for the opportunities offered by health and social care integration, particularly a focus on outcomes and more effective use of resources. The Scottish Government anticipates significant savings from integration.

7. Whilst there was widespread support for the policy of integration, Audit Scotland noted concerns about how local integration arrangements will work in practice. Sound governance needs to be quickly established, with IJB members respecting differences in organisational cultures and background and managing conflicts of interest.
8. Although IJBs will lead the planning of integrated services, they are not independent of councils and NHS boards due to influence through membership, agreeing budgets and control of integration schemes. In particular the fact that only a few IJBs will oversee the operation of acute services in their area was thought of potentially limit their impact. The complex nature of this interrelationship was seen to be risk to clear lines of accountability for service delivery.
9. The report noted that that Councils and NHS Boards are finding it difficult to agree budgets for the new integration authorities. This was underpinned by uncertainty in wider public sector finance and continuing financial constraint. Specific additional factors were the difficulties in agreeing set aside budgets and differences in financial planning cycles.
10. Most integration authorities were developing their overall strategic plans but those that were in pace tended to be aspirational and lack important detail regarding resourcing, integrating and reshaping services, acute services, locality planning and performance measures. In addition most areas lacked supporting strategies for important areas such as workforce, risk management and data sharing.
11. With integration authorities still focusing on their overall budgets and governance, Audit Scotland found arrangements for localities to be relatively undeveloped, with and initial focus on networking with key stakeholders and needs assessment.
12. In light of the issues and risks identified the Audit Scotland report contains separate recommendations for Scottish Government and Integration Authorities, as shown below. A more detailed breakdown is included in the appendix to this report.
13. The Scottish Government should:
 - work with integration authorities to help them develop performance monitoring to ensure that they can clearly demonstrate the impact they make as they develop integrated services.
 - monitor and publicly report on national progress on the impact of integration.
 - continue to provide support to integration authorities as they become fully operational, including leadership development and sharing good practice
14. Integration authorities should:
 - provide clear and strategic leadership to take forward the integration agenda;
 - set out clearly how governance arrangements will work in practice, particularly when disagreements arise, to minimise the risk of confusing lines of accountability, potential conflicts of interests and any lack of clarity about who is ultimately responsible for the quality of care and scrutiny,
 - ensure that a constructive working relationship exists between IJB members and the chief officer and finance officer and the public,
 - be rigorous and transparent about how decisions are taken and listening and acting on the outcome of constructive scrutiny,

- develop strategic plans that do more than set out the local context for the reforms.

CONCLUSIONS

15. The Audit Scotland report gives a national overview of the emerging issues and risks as the Public Bodies legislation begins to be implemented across Scotland. East Renfrewshire is fortunate that our long and successful track record of integration and partnership working gives strong foundation for the new governance and planning challenges, however it is clearly prudent that the Performance and Audit Committee of the Integration Joint Board is able to review the recommendations and respond appropriately. Appendix 1 to this report gives the detail of the recommendations and an up to date position of action taken.

RECOMMENDATIONS

16. Committee is asked to note the Audit Scotland Report on Health and Social Care Integration and local actions detailed in Appendix 1.

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BACKGROUND PAPERS

None

KEY WORDS

Audit Scotland, Risk, National Overview, Strategic Risk Register;

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Appendix 1 Audit Scotland Report – Integration Actions and Updates

Action	Owner	Update
Performance Monitoring work with IAs to help them develop performance monitoring to ensure that they can clearly demonstrate the impact they make as they develop integrated services		
<ul style="list-style-type: none"> – work with IAs to resolve tensions between the need for national and local reporting on outcomes so that it is clear what impact the new integration arrangements are having on outcomes and on the wider health and social care system 	Scottish Government	National guidance on performance reporting issued for comment
Monitoring National Progress monitor and publicly report on national progress on the impact of integration		
<ul style="list-style-type: none"> – measuring progress in moving care from institutional to community settings, reducing local variation in costs and using anticipatory care plans 	Scottish Government	IJBS are expected to submit first performance reports in April 2017 which will inform a national overview
<ul style="list-style-type: none"> – reporting on how resources are being used to improve outcomes and how this has changed over time 	Scottish Government	IJBS are expected to submit first performance reports in April 2017 which will inform a national overview
<ul style="list-style-type: none"> – reporting on expected costs and savings resulting from integration 	Scottish Government	IJBS are expected to submit first performance reports in April 2017 which will inform a national overview
Support to IJBs provide support to IAs as they become fully operational		
<ul style="list-style-type: none"> – including leadership development and sharing good practice, including sharing the lessons learned from the pilots of GP clusters. 	Scottish Government	Development sessions offered to IJB chairs and Chief Officers . Inverclyde is pilot area for GP cluster model.

Appendix 1 Audit Scotland Report – Integration Actions and Updates

Strategic Leadership provide clear and strategic leadership to take forward the integration agenda		
<ul style="list-style-type: none"> • developing and communicating the purpose and vision of the IJB and its intended impact on local people 	Integration Joint Board	The purpose of the IJB is set out in legislation. This and vision of the IJB have been shared as part of the Strategic Planning process. The 'touchstones' have been developed to ensure all planning and development is in line with the IJB vision.
<ul style="list-style-type: none"> – having high standards of conduct and effective governance, and establishing a culture of openness, support and respect 	Integration Joint Board	The shadow IJB had seminars to reflect on how it would work building on the successful governance and culture of the previous partnership. This is reflected in the standing orders and decisions about open meetings and early publication of IJB papers.
Governance set out clearly how governance arrangements will work in practice particularly when disagreements arise, to minimise the risk of confusing lines of accountability, potential conflicts of interests and any lack of clarity about who is ultimately responsible for the quality of care and scrutiny		
<ul style="list-style-type: none"> – setting out a clear statement of the respective roles and responsibilities of the IJB (including individual members), NHS board and council, and the IJB's approach towards putting this into practice 	Integration Joint Board	The Integration Scheme sets out the IJB arrangements and agreements. Shadow IJB, Council and NHS were informed throughout the development process. A further paper clarifying the differences between IJB and CHCP and realtive role in relation to Council will be taken to the Council.
<ul style="list-style-type: none"> – ensuring that IJB members receive training and development to prepare them for their role, including managing conflicts of interest, understanding the organisational cultures of the NHS and councils and the roles of non-voting members of the IJB 	Integration Joint Board	Seminars held prior to IJB go live to discuss governance and with third and independent sector to discuss partnership working. Potential for further training if required – suggest training needs analysis

Appendix 1 Audit Scotland Report – Integration Actions and Updates

<p>Working relationship ensure that a constructive working relationship exists between IJB members and the chief officer and finance officer and the public.</p>		
<ul style="list-style-type: none"> – setting out a schedule of matters reserved for collective decision-making by the IJB, taking account of relevant legislation and ensuring that this is monitored and updated when required. 	Integration Joint Board	The Integratio Scheme sets out the llesislative context for the functions delegate to the Integration Joint Board . An updated shecule can be taken to the Integration Joint Board on an annaul basis. The IJB will receive papers on key legisaltive and policy changes.
<ul style="list-style-type: none"> – ensuring relationships between the IJB, its partners and the public are clear so each knows what to expect of the other 	Integration Joint Board	Council Chief Executive is leading work to produce template descrbing role of IJB and how it differs from previous CHCP in preparation for April meeting of Council and IJB.
<p>Decision Making be rigorous and transparent about how decisions are taken and listening and acting on the outcome of constructive scrutiny</p>		
<ul style="list-style-type: none"> – developing and maintaining open and effective mechanisms for documenting evidence for decisions 	Integration Joint Board	All IJB Board and Committee meetings are open and papers publically available.
<ul style="list-style-type: none"> – putting in place arrangements to safeguard members and employees against conflict of interest and put in place processes to ensure that they continue to operate in practice 	Integration Joint Board	The IJB received a report onthe Code of Conduct for Memembrs of Developed Public Bodies at its first meeting. And were asekd to subscribe to this. Declarations of interest have been issued to all IJB members. Standing orders are in place for the IJB and its Committees.
<ul style="list-style-type: none"> – developing and maintaining an effective audit committee 	Integration Joint Board	Performance and Audit Committee established.
<ul style="list-style-type: none"> – ensuring that effective, transparent and accessible arrangements are in place for dealing with complaints 	Integration Joint Board	Complaints report received by IJB at last meeting and will be overseen by Clinical and Care Governance Committee
<ul style="list-style-type: none"> – ensuring that an effective risk management system in in place 	Integration Joint Board	Performance and Audit committee considered draft Risk Management strategy at last meeting and Strategic risk register forms part of March agenda.

Appendix 1 Audit Scotland Report – Integration Actions and Updates

Strategic Planning develop strategic plans that do more than set out the local context for the reforms.		
<ul style="list-style-type: none"> – how the IJB will contribute to delivering high-quality care in different ways that better meet people’s needs and improves outcome 	Integration Joint Board	The Strategic Plan sets out a vision and touchstones, clear priorities under the health and well being outcomes underpinned by a series of driver diagrams.
<ul style="list-style-type: none"> – setting out clearly what resources are required, what impact the IJB wants to achieve, and how the IA will monitor and publicly report their progress 	Integration Joint Board	The strategic plan contains an overview of financial and staffing resources. A more detailed financial strategy which will form part of the strategic plan is in development . The driver diagrams set out the impact the IJB wants to achieve and give details of the key performance indicators for each outcome.
<ul style="list-style-type: none"> – developing strategies covering the workforce, risk management, engagement with service users and data sharing, based on overall strategic priorities to allow the IA to operate successfully in line with the principles set out in the Act and ensure these strategies fit with those in the NHS and councils 	Integration Joint Board	Workforce strategy in development with support from NHS and Council HR. Risk management strategy developed. Engagement strategy in development Data sharing in place.
<ul style="list-style-type: none"> – making clear links between the work of the IA and the Community Empowerment (Scotland) Act and Children and Young People (Scotland) Act 	Integration Joint Board	These elements will be strengthened in Strategic plan updates. The Community Empowerment (Scotland) Act forms an important part of the engagement strategy and locality planning (community led conversations). The strategic plan will set out the links with Children and Young People (Scotland) Act including named person and Children’s Plan.