

HAMPSHIRE COUNTY COUNCIL

Report

| | |
|---------------------|---|
| Committee: | Health and Adult Social Care Select Committee |
| Date: | 8 October 2019 |
| Title: | Integrated Intermediate Care |
| Report From: | Director of Adults' Health and Care |

Contact name: Debbie Butler

Tel: 01962 847226

Email: Debbiebutler2@nhs.net

Purpose of this Report

1. The purpose of this report is to provide the Health and Adult Social Care Select Committee with an update on the latest position on the proposed integration of Hampshire County Council and Southern Health NHS Foundation Trust Intermediate Care services.

Recommendation(s)

2. For the Health and Adult Social Care Select Committee to:
 - a. note and support the project approach and developments as set out in this report
 - b. to receive a further update in March 2020 prior to an anticipated Executive Member decision to approve creation of the service (subject to consultation)

Executive Summary

3. The Integrated Intermediate Care (IIC) Service for Hampshire would place the people we support at the heart of everything we do. Key objectives would be to:
 - Support people to live independently and remain in their own homes for as long as possible
 - Provide the best possible support for individuals to recover after a fall, an acute illness or an operation
 - Ensure individuals are admitted into an acute setting only when necessary, and to leave hospital as soon as they are medically fit to do so
 - Provide a clear and effective route which promotes recovery and independence

4. Following the Health and Adult Social Care Select Committee's endorsement of the proposal for Hampshire County Council and Southern Health NHS Foundation Trust to develop a jointly led and integrated health and care urgent response, rehabilitation and reablement service for the whole of Hampshire, work has continued at pace. Key developments are as follows:
 - a. Development of governance structures, future organisational legal structures and regulatory requirements
 - b. Demand and capacity modelling at County and Integrated Care Partnership (ICP) levels
 - c. Development of a business case setting out the financial and economic case for the new Service
 - d. Work with Commissioners to support winter planning and help form commissioning intentions for 2020 onwards
 - e. Organisational design, including new service structure, service capacities and roles
 - f. Service design, through a series of forerunners to test elements of the new service, including: Local Access Points, workforce alignment (Care and Occupational Therapy), acute hospital in reach and acute hospital admission avoidance models
 - g. Enabling services and infrastructure development, including IT solutions, (short and long term), estates and accommodation and finance
 - h. Communications and engagement, including development and implementation of a communications plan and activity with staff and the public

Governance

5. The proposed governance structures for the IIC have been considered. Key recommendations include:
 - a. The Integrated Commissioning Board would provide governance for the strategic direction of the integrated service model and address major issues to support integrated delivery
 - b. Hampshire County Council and Southern Health NHS Foundation Trust would be part of an IIC Partnership Board with responsibility for the operation of the service (currently operating in shadow form)
 - c. The IIC service would continue to report into its parent organisations through respective management and governance structures
 - d. To ensure the Service meets local requirements, the governance structure would maintain relationships between regional commissioners and IIC regional service delivery
 - e. The Better Care Fund could be used to account for any joint funding requirements

6. The future organisational model is required to fulfil the following requirements:
 - a. Support a joint and equal partnership between Hampshire County Council and Southern Health NHS Foundation Trust
 - b. Support meaningful integration, including shared ways of working, service delivery and a unified workforce
 - c. Support a jointly appointed and managed service leadership
 - d. Enable staff, irrespective of their establishment organisation, to work under the management and direction of managers from either organisation
 - e. Enable staff to remain within their current organisations, retaining current terms and conditions
 - f. Enable flexibility in working with other related services and organisations
 - g. Allow pooling of budgets, if that is determined to be necessary
7. It is the current view that a Section 75 agreement between Hampshire County Council and Southern Health NHS Foundation Trust is required and further legal advice is currently being sought. If it is confirmed that a Section 75 agreement is necessary, a formal joint consultation will need to be undertaken prior to entering into any agreement.
8. Options for a legal structure for the future service have been reviewed and assessed. An Alliance structure has been identified which may provide a framework through which wider system partners can align intermediate care activities outside of the core service offer.

Demand and capacity

9. Work has taken place to develop three scenarios that describe the potential demand on the future Integrated Intermediate Care service. The scenarios take account of population growth, the Newton Europe assumptions based upon the analysis of flow and demand undertaken in the Spring of 2018, the effect of in-reach in acute hospitals and implementation of the hospital admission prevention model.
10. The scenarios have been tested and undergone further refinement with Southern Health NHS Foundation Trust, Hampshire County Council and Commissioners. The most likely scenario has been identified, which projects a 9% increase in demand for the IIC Service during 2020-21, with a further 4% additional increase in demand in 2021-22, before then levelling out to match population growth thereafter.
11. Workforce information has been overlaid against the demand scenarios to provide a view on future staff requirements and costs. In addition, a number of productivity measures have been developed to provide a more accurate assessment of the future investment requirements to meet future demand at County and ICP level.

Outline Business Case

12. Work has commenced on developing the IIC Business Case, for discussion with stakeholder and governance groups during October. The business case is structured on the HM Treasury 'five case' model, adapted using best practice business cases from both Hampshire County Council and Southern Health NHS Foundation Trust. The five sections are:
 - a. Strategic Case: High-level strategic case for change for the new service
 - b. Economic Case: Options for delivering the change, and the cost-benefit of delivering the preferred option vs the 'do nothing' scenario
 - c. Financial Case: Documenting the costs of the new service across Hampshire and by region, including the 'investment' cost for a workforce which has the capacity to support additional demand being pulled into the service
 - d. Commercial Case: Defines how Integrated Intermediate Care will be commissioned for Hampshire and details the proposed delivery structure for the new service
 - e. Management Case: Defines current project management arrangements and plan for delivering the business change and longer-term transformation of the new IIC Service
13. The economic case will clearly lay out the benefits of a combined IIC Service, and potential benefits for the wider health and care system in Hampshire. This will support funding discussions between Hampshire County Council and Clinical Commissioning Groups.
14. Work is nearing completion on the financial case, with detailed work being finalised on service elements including final numbers of staff who will work in the Service, signing off any local variations, agreeing capital investment and confirming the costs of the new features of the service. It is projected that any investment would be offset by benefits to the wider health and care system.

Organisation design

15. Work was undertaken during Summer 2019 to develop a new organisation design which would enable Hampshire County Council and Southern Health NHS Foundation Trust teams to deliver intermediate care together. The organisational design was required to deliver the following key capabilities:
 - Urgent/Community Crisis Response
 - Local access point providing assessment and in-reach
 - Enhanced services from home to promote independence
 - Bed-based alternative to hospital-based care
16. The organisation design needed to allow for improved utilisation of staff, matching demand to supply in a more fluid and actively managed way, maximising shared competencies and governance as well as capacity. It should facilitate collaborative working for Hampshire County Council and Southern Health NHS Foundation Trust staff across Hampshire. Four organisation design options were developed and evaluated, and a preferred

model has been recommended. The preferred design is a hybrid of a number of other designs and maximises benefits.

17. Having identified a preferred design, work is currently taking place on the key changes required in terms of people, process and technology and to develop operating models for each ICP.

Enablers

18. It is proposed that from April 2020 Local Access Points (LAPs) would be established to facilitate referrals to the service. It is proposed that there would be one LAP per system, although due to the size of the north and mid area, two LAPs would be required initially. Accommodation would need to meet the following requirements:

- Be located within localities close to populations and with good transport links to minimise staff travel time and cost and maximise contact time and support the two-hour urgent community response requirement
- The location and physical environment should support the integration of two organisational workforces and engender the future culture
- Be of sufficient size and flexibility to accommodate the workforce as forecast by the future demand modelling

19. To make best use of existing estate across both organisations, options have been considered and appraised. It has been determined that only Hampshire County Council has estate of a suitable size and condition to fulfil the requirements of a proposed IIC LAP. It has been concluded that existing Adults' Health and Care Reablement Hubs in Fareham Reach, Totton, and Dame Mary Fagan House, Basingstoke are appropriate locations and could accommodate an expansion of the IIC service. Two proposals are being considered for Winchester: Capital House and a preferred option, Monarch Way.

20. In order to ensure that Information Technology solutions are in place for the launch of the new service in April 2020, task and finish groups have been formed to ensure connectivity and future working solutions are developed based on an agreed list of IT requirements. IT colleagues in Hampshire County Council and Southern Health NHS Foundation Trust have reviewed the agreed IT requirements and potential solutions and costings are being developed for inclusion in the business case.

Communications and engagement

21. The IIC Project recognises the importance of ensuring that all those who have an interest in IIC or are affected by its outcomes are suitably informed, involved and engaged and are properly supported in taking actions or decisions where required. A two-way engagement approach has been implemented to provide staff with the opportunity to provide feedback and shape the proposed service:

- Quarterly 'Response to Change' survey to understand staff readiness, concerns and questions
- IIC mailbox for queries from staff
- Active change network with staff representatives from each site and forerunner
- Question and Answer sessions with senior IIC leads and Change Champions
- Engagement sessions with staff delivered by service leaders, with opportunity to feedback
- Dedicated space for IIC on the Hampshire Together website with latest updates, including Frequently Asked Questions and a joint video message from Director of Adults' Health and Care, Hampshire County Council and Care and Chief Executive, Southern Health NHS Foundation Trust
- Regular good news stories

22. Engagement activities are set to be continued in the future and ramped up and down as required. There will be regular and transparent communications around key milestones and a large-scale IIC Staff Events is planned for the end of November 2019, with a further event planned in mid-Q1 2020.

23. A public engagement exercise ran from 20 August to 9 September to seek views on the plans for joining up Hampshire Intermediate Care services. Respondents were asked for views on any areas of focus they would like to highlight for the intermediate care service and any views for consideration as the services are developed. Public feedback is being collated and a report setting out next steps is being written. If it is decided that a Section 75 Agreement is required, formal joint consultation with such stakeholders as the organisations consider will be impacted will need to be undertaken in advance of entering into such an agreement.

Consultation and Equalities

24. Staff engagement will continue throughout the process and formal consultation will take place if necessary, although this has yet to be determined.

25. An Equality Impact Assessment will be undertaken at the next stage of decision making and subsequent implementation.

Conclusion

26. There is strong health and care system support for the proposed integration and enhancement of the new Intermediate Care service as set out in this paper. It is understood by the whole system that intermediate care is a key enabler in ensuring effective system flow, whilst improving the outcomes for people in Hampshire.

27. The Committee is asked to note and support the work being undertaken and to receive a further update in the New Year as we seek the creation of a single integrated Intermediate Care service for the residents of Hampshire.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

| | |
|---|-----|
| Hampshire maintains strong and sustainable economic growth and prosperity: | No |
| People in Hampshire live safe, healthy and independent lives: | Yes |
| People in Hampshire enjoy a rich and diverse environment: | No |
| People in Hampshire enjoy being part of strong, inclusive communities: | No |

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

Document

Location

None

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

Staff engagement and consultation will take throughout the process and formal consultation will take place if necessary, although this has yet to be determined.

An Equality Impact Assessment will be undertaken at the next stage of decision making and subsequent implementation.