

WEST DUNBARTONSHIRE COUNCIL

Report by the Executive Director of Social Work and Health and NHS Director of West Dunbartonshire Community Health Partnership (CHP)

Council: 28 November 2007

Subject: Integration of Adult Community Care and Health Services

1. Purpose

- 1.1** The report asks the Council to approve proposals for the integration of Adult Community Care and Health Services across the NHS CHP and the Council

2. Background

- 2.1** Both NHS Greater Glasgow and Clyde and the Council are committed under Joint Future partnership arrangements to develop integrated services. Both the CHP and the Council have vacancies at Head of Service level.
- 2.2** Following the Council's decision (June 2007) as part of its Management Re-structure to create an additional Head of Service Post (Adult Community Care and Health) we have been in discussion to explore further integration of services.
- 2.3** The CHP now has another Head of Service Post (Mental Health and Partnerships) vacant following the promotion of the postholder.
- 2.4** These developments have allowed the Directors to examine a wider range of integration options across all Adult Community Care and Health Services within the CHP and the Council.
- 2.5** The draft proposals approved by both Chief Executives are set out in Appendix 1.

3. Main Issues

- 3.1** The integration proposals offer a good opportunity to develop added management capacity to lead and improve joint services.
- 3.2** The joint management arrangements will increase the potential of all partners to improve health gain across West Dunbartonshire.
- 3.3** Following approval the vacant posts will be advertised jointly.

4. Financial Implications

- 4.1** There are no additional costs attached to the proposals.
- 4.2** Based on evidence from other established joint services, such as mental health and learning disability, integrated models have more potential to attract additional funding and reduce on-costs.

5. Risk Analysis

- 5.1** Any partnership arrangements can be tested by conflicts and governance issues. There have been no difficulties in the integrated services already in place. The integration proposals are based on joint accountability to both Directors and consensual decision-making.
- 5.2** The integration proposals represent a unique opportunity to strengthen partnerships with the NHS, further test out the benefits of shared services and improve service delivery for our community. The opportunity cost of not pursuing integration could be significant.

6. Conclusion

- 6.1** The proposals will establish joint management and integrated service delivery for all adult community care and health services. These arrangements will increase the leadership capacity across the partnership to support staff and improve the performance of services.

7. Recommendations

- 7.1** The Council is asked to approve the proposals (set out in Appendix 1) to integrate Adult Community Care and Health Services.

William W Clark
Executive Director of Social Work and Health

Keith Redpath
NHS Director of West Dunbartonshire
Community Health Partnership

Person to Contact: Bill Clark, Director of Social Work, Garshake Road,
Dumbarton G82 3PU
Telephone: 01389 737599
E-mail: bill.clark@west-dunbarton.gov.uk

Appendix 1: Discussion paper 1 November 2007.
Wards Affected: All

Discussion Paper by West Dunbartonshire Community Health Partnership Director and West Dunbartonshire Council Executive Director of Social Work and Health

Delivering Health and Care Services in West Dumbarton

Background

In early 2005, the then NHS Boards for Greater Glasgow and Argyll & Clyde agreed to establish a single Community Health Partnership (CHP) to cover the whole of the West Dunbartonshire council area which at that time was served by both NHS Boards.

The Council, at that time, decided that it did not wish to pursue the establishment of a joint Health & Care Partnership for two main reasons: (1) It did not believe that the two Boards would deliver a single structure into which its own services could be delegated; and (2) It was not convinced of the case made for an integrated children's service through which its statutory responsibilities for the protection of children could be delivered.

Shortly thereafter, the then Health Minister announced the dissolution of NHS Argyll & Clyde and by 1 December 2005 a 'Health Only' CHP was created to cover the whole of the West Dunbartonshire area.

In the interim period, the level of joint activity between the social work service and the CHP has continued with the following main developments being implemented and/or strengthened:

- A single integrated management structure for Learning Disability Services.
- A single integrated management structure for all local alcohol and drug addiction services *via* a single joint manager.
- The development of a single integrated Community Mental Health Team for the Dumbarton and Alexandria area (soon to be co-located) to mirror the model that has existed in Clydebank for some years.
- The streamlining of the Community Care Planning Structures to move away from separate locality planning structures that were a feature of the former 'Two Health Board' arrangements.
- Developments to align the different levels and models of service that were a feature of the Two Former NHS Board systems.
- A review of the Community Planning arrangements with the CHP assuming a leading role for Health Improvement across the Partners.
- A review of the Council's decision making and officer structures with a stated objective to promote "better integration of children's services and joint future arrangements with the CHP for adult community care and health services".

Arising from this last point, the Council has now agreed to increase the management capacity in the social work service by the appointment of an additional Head of Service. Before the Council proceeds to fill this vacancy it has been suggested that this would be an appropriate stage to take stock of how the Council and the Board view the short and medium term future.

Discussion

The new Scottish Government have been calling for all public agencies to ensure that every opportunity is taken to drive out overlap and duplication and to co-operate to deliver the most effective and efficient services to local populations.

It remains an undeniable fact that, for many people who depend on health and care services to support their daily lives, they do not understand where the respective responsibilities of the NHS and the local authority start and stop. All too often we read of the headlines where the respective systems do not work in the best interests of the people we have a duty towards. While these do remain the exception rather than the rule, they do serve as a regular reminder and challenge to both systems to do all we can to make sure we have done all we can to make access to our services as simple and straightforward as possible.

The Council in its most recent review of its structures indicated that their structures need to be flexible enough to change and adapt as the movement towards integration of services continued.

The NHS Board stated policy is that it views the opportunities that can be delivered by integrated health and care structures as its preferred model of delivery, assuming that the local authority concerned was also convinced of the benefits of that approach.

Current Position

Both the Council and the CHP have vacancies at Head of Service level.

In June 2007 the Council approved a revised Management Structure including an additional Head of Service post in the newly designated Department of Social Work and Health. It was agreed that the post should cover Adult Community Care Services in Social Work and should add to the management capacity of the Department to address a programme of Continuous Improvement and the preparation needed for the SWIA Inspection of the Council's Social Work Services in 2008.

Following the promotion of the postholder, the West Dunbartonshire CHP has a vacancy for the Head of Service post for Mental Health and Partnerships.

That would leave the Council and Board with two senior vacancies to be filled almost concurrently with the CHP Head of Health and Community Care remaining as the only current senior manager for community care across the 2 agencies in post.

With these two vacancies it is suggested an opportunity may now present itself to allow the Council and the Board to make a significant shift in signalling their future intentions for the integration and single management of local community based services.

The 'Joint Future' debate around community care has been with us now for eight years and the sense of its fundamental messages are as strong today as they were in 1999 when the Report was first published. The calls for single integrated management structures; aligned and pooled budgets; single shared assessments have only grown louder in the intervening years.

We have clear local evidence that these approaches do work (as set out above) and it appears that if we ignore the current opportunity it might be some time before such changes could be implemented without significant structural upheaval.

We have concluded that it would make sense to pursue integration across all adult community care and health services. This will be achieved by the shared allocation of responsibilities across the three Heads of service posts between the CHP and the Council.

Integration Proposal

All adult community care and health services, including mental health, learning disability and addiction, will be managed as single authority-wide services.

The three Heads of Service posts will be jointly accountable to the NHS Director of West Dunbartonshire CHP and the Council's Executive Director of Social Work and Health.

All three Heads of Service posts will have key shared responsibilities and these will include responsibility to deliver:

- comprehensive Service Plans which help achieve the Council's Corporate and NHS CHP Development Plans and the Community Plan;
- integration of all services across health and social care for older people and physically disabled people and those affected by mental health, learning disability and addiction
- development of preventive, self care, anticipatory models of care and interventions for people with long term conditions;
- a significant contribution to Strategies and Information Strategies for Carers;
- Performance Management and achievement against national and local targets for Community Care and Health in particular delayed discharge performance;
- development and implementation of Continuous Improvement of services and Best Value and Efficiency objectives;
- delivering Best Value Reviews;
- community strategies, etc;
- joint criteria for resource allocation and eligibility for access to services;
- fully Integrated data sharing and Information Management systems.
- health improvement
- effective assessment and care management services
- operational and budgetary responsibility for allocated services and resources
- Delivering Best Value Reviews

In addition to these shared responsibilities, there will be specific agreed areas of responsibility attached to individual posts

Mental Health and Partnerships

The Head of Service will provide overall joint management for all mental health, learning disability and addiction services across health and social work. The post will continue to offer linkages to the wider NHS Greater Glasgow and Clyde Mental Health Partnership and other Partnerships.

Community Care and Health (postholder 1)

The Head of Service will provide overall joint management for:

- District Nursing
- Assessment and Care Management services for older people and physical disability, including Social Work teams based at Dumbarton, Clydebank, Hardgate, Vale of Leven Hospital, Occupational Therapy teams, Sensory Impairment teams.
- Long term condition management programme and staff
- The partnership arrangement for the GGILES shared service
- Allied health professionals
- Palliative care
- Mental Health Services for Older People
- Home care and sheltered housing services
- Primary care contractor budgets

Community Care and Health (postholder 2)

The Head of Service will have responsibility for:

- Operational management of the Council's Residential and Day Care resources
- Leading the implementation of the Best Value Review of Older Peoples Services, including the improvement and re-provision of the Council's residential care function
- Commissioning Strategies for all key services
- Running effective performance management and Continuous Improvement systems for older and disabled people's services
- The lead role in the Council for the overall delivery of the Council's contribution to Health Improvement across West Dunbartonshire.
- Commissioning and budgetary responsibility for all purchasing, external contracts and placement activity.
- Whole system management of delayed discharges

Key Assumptions

The current CHP postholder for Community Care and Health will be matched into one of the 2 posts. Job profiles and grading exercises will be completed for all three posts and agreed by H.R. systems. And it is recommended that the current post of Head of Mental Health and

Partnership be re-evaluated to reflect responsibility for integrated services and wider responsibilities.

The joint recruitment process for the vacant posts will reflect the suitability of candidates from either health or social work backgrounds and the host employer will be determined by the best fit. Costs for the two vacant posts will be shared.

It is recognised there is a need to review operational structures below these Heads of Service posts to ensure that complete integration is achieved.

Moving Forward

By taking the opportunities now presented in the joint future arena, we also now have the chance to set out a programme of activity over the next 12–18 months that would enable the Board and the Council to establish whether or not they both wished to establish an integrated health and care partnership.

Proposed Milestones

Early 2008	Operationalise single joint management arrangements for all community care services
By March 2008	Agree interim changes to CHP and Local Authority Committee membership for governance purposes.
By March 2008	Agree ‘tests’ of success against which integrated services can be assessed
By Summer 2008	Present review of options for integrated children’s services
By September 2008	Present options for governance of integrated services.
By December 2008	Decide on options for integrated health and care partnership.
By April 2009	Full implementation of agreed option.

Recommendations

The Chief Executives of the NHS Board and the Council are asked to:

- approve the joint management structure for adult community care and health with three heads of service jointly accountable to the CHP Director and the Executive Director of Social Work and Health

- agree to arrangements being put in place to allow the Council and the NHS Board to gain the necessary approval for the integration of adult community care and health services.

William W. Clark
Director of Social Work
West Dunbartonshire Council

R. Keith Redpath
Director
West Dunbartonshire CHP

24th September 2007.
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