

Integration Joint Board Finance and Audit Committee

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AUDIT SCOTLAND REPORTS INTO HEALTH AND SOCIAL CARE INTEGRATION

Purpose of Report:	To summarise the December 2015 and March 2016 reports produced by Audit Scotland into Health and Social Care Integration in Scotland and present a draft action plan in response to the report's recommendations for further scrutiny.
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Recommendations:	The Finance and Audit Committee is asked to: <ul style="list-style-type: none"> • Note these reports • Review the draft action plan in response to Audit Scotland's recommendations as appended to this report.
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Implications for IJB:

Financial:	Audit Scotland make a number of recommendations in relation to budgeting and financial planning
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Personnel:	None
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Legal:	Audit Scotland's recommendations relate directly to the statutory functions of the Integration Joint Board
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Economic Impact:	None
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Sustainability:	None
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Sustainable Procurement and Article 19:	None
Equalities:	None
Implications for Glasgow City Council:	The Audit Scotland report contains a number of recommendations which apply to local authorities
Implications for NHS Greater Glasgow & Clyde:	The Audit Scotland report contains a number of recommendations which apply to health boards

1. Purpose

- 1.1 To summarise the December 2015 and March 2016 reports produced by Audit Scotland into Health and Social Care Integration in Scotland and present a draft action plan in response to the report's recommendations for further scrutiny

2. Audit Scotland Reports

- 2.1 In late 2015, Audit Scotland carried out the first of three planned audits of Health and Social Care Integration in Scotland. Findings from the audit were published on 3 December 2015 and the full report is available on Audit Scotland's website at:

<http://www.audit-scotland.gov.uk/report/health-and-social-care-integration-0>

- 2.2 In March 2016 Audit Scotland published the second planned audit, Changing Models in Health and Social Care. Findings on the audit were published on 10 March 2016 and the full report is available on Audit Scotland's website at:

<http://www.audit-scotland.gov.uk/report/changing-models-of-health-and-social-care-0>

- 2.3 **The December 2015 report** provides a progress report during the transitional year 2015/16. Audit Scotland reviewed progress at this relatively early stage with the intention of providing a picture of the emerging arrangements for setting up, managing and scrutinising Integration Authorities as they became formally established. The report makes a number of recommendations as to areas which in Audit Scotland's consideration need to be addressed to ensure the integration of health and social care is a success.

- 2.4 Future audits into health and social care integration will look at Integration Authorities progress after their first year of being established, and their longer-term impact in shifting resources to preventative services and community-based care and in improving outcomes for the people who use those services.

Audit Scotland are currently seeking views from Council Chief Executives on their proposed work programme for 2016-18.

2.5 **The March 2016 report** sets out the view that a new model of health and social care is required if integration authorities are to achieve the ambitious vision for health and social care set out by the Scottish Government set out in its 202 Vision. The key messages are that the Scottish Government should provide strong leadership by providing a clear framework to guide local development and consolidate what works; set measures of success by which progress can be monitored; and model how much new investment is needed in new services and new ways of working, and where this can be achieved through existing ways of working. Funding should be focused on community-based models and workforce planning to support new models.

3. **Audit Scotland Recommendations and Draft Integration Joint Board Action Plan**

3.1 **The December 2015** Audit Scotland report makes 16 recommendations. Of these recommendations:

- Four recommendations are directed to the Scottish Government
- Seven recommendations are directed to Integration Authorities
- Five recommendations are directed jointly to Integration Authorities, Councils and Health Boards

3.2 Recommendations to the Scottish Government relate to the ability to evidence at a national level that integration of health and social care has been successful in delivering outcomes for individuals, shifting the balance of care, and promoting good leadership and good practice.

3.3 Recommendations to Integration Authorities relate to strategic planning, governance, workforce and organisational development, transparency and accountability, locality planning and financial planning.

3.4 Recommendations made jointly to Integration Authorities, Councils and Health Boards relate to the relationships between the three bodies, clinical and care governance, finance, scrutiny and information sharing.

3.5 The Integration Joint Board should noted that, for all recommendations directed to the Board itself or in association with the Council and Health Board, action was already underway in Glasgow in relation to the issues identified by Audit Scotland before publication of the report, in many cases actions are now at an advanced stage or have already been concluded.

3.6 **The March 2016** Audit Scotland report makes 11 recommendations. Of these recommendations:

- Five recommendations are directed to the Scottish Government
- Five recommendations are directed to NHS boards and Councils to work with integration authorities during their first year of integration
- One recommendation is directed to the Information Services Division (ISD)

- 3.7 Recommendations to the Scottish Government relate to the provision of a framework to NHS boards, councils and integration authorities to achieve the 201 Vision; estimating the investment required to deliver the 2020 Vision; ensuring long term planning identified the risks to implementing the 2020Vision; ensuring that learning from new care models is shared effectively with local bodies to assist the increase in the pace of change; and work required to reduce the barriers that prevent local bodies from implementing longer-term plans.
- 3.8 Recommendations made jointly to NHS Boards and Councils relate to carrying out a shared analysis of local need; implementing new ways of working based on good practice established elsewhere; moving from short-term to longer-term to implementing new care models and establishing performance measures at the outset; and ensuring clear principles are followed as outlined in Exhibit 9 of the audit report.
- 3.9 The recommendation to the Information Services Division relates to (the organisation) ensuring that it shares and facilitates learning about approaches to analysing data and intelligence.
- 3.10 A list of all Audit Scotland's recommendations for both reports is appended to this report, along with a first draft action plan for scrutiny by the Finance and Audit Committee, and subsequent approval by the Integration Joint Board. The action plan for the December 2015 was approved by the Integration Joint Board on 21st March 2016 and remitted for further scrutiny and implementation to the Finance and Audit Committee.
- 3.11 The recommendations from the March 2016 report have been added to the action plan, with a number of action proposals included by Business Development.

4. Recommendations

- 4.1 The Finance and Audit Committee is asked to:
- Note these reports
 - Review the draft action plan in response to Audit Scotland's recommendations as appended to this report.

December 2015 Audit Scotland Report

Recommendation to	Recommendation	Glasgow City Integration Joint Board Actions	Owner (for IJB)
The Scottish Government	1) 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.	Continue to engage with Scottish Government in development of format of statutory annual performance report	Chief Officer: Finance and Resources
	2) work with Integration Authorities 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	Continued engagement with Scottish Government, Glasgow City Council and NHS Greater Glasgow and Clyde on reporting frameworks and requirements	Chief Officer: Finance and Resources
	3) monitor and publicly report on national progress on the impact of integration. This includes: (a) measuring progress in moving care from institutional to community settings, reducing local variation in costs and using anticipatory care plans (b) reporting on how resources are being used to improve outcomes and how this has changed over time (c) reporting on expected costs and savings resulting from integration	Consider likely requests for information from Scottish Government in development of local performance frameworks	Chief Officer: Finance and Resources
	4) continue to provide support to Integration Authorities as they become fully operational, including leadership development and sharing good practice, including sharing the lessons learned from the pilots of GP clusters.	Await further information from Scottish Government	Chief Officer

Recommendation to	Recommendation	Glasgow City Integration Joint Board Actions	Owner (for IJB)
	5) provide clear and strategic leadership to take forward the integration agenda; this includes: (a) developing and communicating the purpose and vision of the IJB and its intended impact on local people (b) having high standards of conduct and effective governance, and establishing a culture of openness, support and respect	(a) Regularly review Strategic Plan which outlines the purpose and vision of the Integration Joint Board Develop a communications strategy for the Integration Joint Board which allows the IJB to articulate its purpose and vision further. (b) Establish a Code of Conduct in line with national guidance. Clear and transparent governance arrangements established including Schemes of Delegation Continued Organisational Development activity to support further embedding of shared values among all board members	Integration Joint Board Members, Chief Officer

Recommendation to	Recommendation	Glasgow City Integration Joint Board Actions	Owner (for IJB)
Integration Authorities	<p>6) 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. This includes:</p> <p>(a) 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</p> <p>(b) 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</p>	<p>(a) Addressed via Schemes of Delegation and IJB Code of Conduct</p> <p>(b) Significant Organisational Development activity has been ongoing with the IJB during the shadow period and will continue in line with the developing Organisational Development strategy for the Glasgow City HSCP</p>	Chief Officer
	<p>7) ensure that a constructive working relationship exists between IJB members and the chief officer and finance officer and the public. This includes:</p> <p>(a) 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.</p> <p>(b) ensuring relationships between the IJB, its partners and the public are clear so each knows what to expect of the other</p>	<p>(a) Regularly review IJB Standing Orders and Schemes of Delegation to Committees and Officers to ensure compatibility with relevant legislation.</p> <p>(b) Develop a Participation and Engagement Strategy and a Communications Strategy in line with legislative requirements and agreements made in the Integration Scheme</p>	Integration Joint Board Members, Chief Officer, Chief Officer: Finance and Resources
	<p>8) be rigorous and transparent about how decisions are taken and listening and acting on the outcome of constructive scrutiny, including:</p> <p>(a) developing and maintaining open and effective mechanisms for documenting evidence for decisions</p> <p>(b) 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</p> <p>(c) developing and maintaining an effective audit committee</p> <p>(d) ensuring that effective, transparent and accessible arrangements are in place for dealing with complaints</p> <p>(e) ensuring that an effective risk management system is in place</p>	<p>(a) Routinely publish outcomes of consultation activity, IJB papers, minutes and agendas</p> <p>(b) Addressed via Code of Conduct</p> <p>(c) Committee established by IJB with clear terms of reference</p> <p>(d) Complaints handling approach is in place, subject to further development given pending changes to complaints legislation at a national level</p> <p>(e) Risk management system in place and subject to regular review</p>	Chief Officer: Finance and Resources

Recommendation to	Recommendation	Glasgow City Integration Joint Board Actions	Owner (for IJB)
	<p>9) develop strategic plans that do more than set out the local context for the reforms; this includes:</p> <p>(a) how the IJB will contribute to delivering high-quality care in different ways that better meet people’s needs and improves outcomes</p> <p>(b) setting out clearly what resources are required, what impact the IJB wants to achieve, and how the Integration Authority will monitor and publicly report their progress</p> <p>(c) developing strategies covering the workforce, risk management, engagement with service users and data sharing, based on overall strategic priorities to allow the Integration Authority 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</p> <p>(d) making clear links between the work of the Integration Authority and the Community Empowerment (Scotland) Act and Children and Young People (Scotland) Act</p>	<p>(a) & (b) Addressed via the Strategic Plan and development of Performance Framework</p> <p>(c) All relevant strategies as required by legislation and the Integration Scheme are in development. Continue to consider the principles of the Act and relevant strategies of parent bodies while developing and later reviewing these strategies</p> <p>(d) Addressed via the Strategic Plan</p>	Chief Officer: Finance and Resources
	<p>10) develop financial plans that clearly show how Integration Authorities will use resources such as money and staff to provide more community-based and preventative services. This includes:</p> <p>(a) developing financial plans for each locality, showing how resources will be matched to local priorities</p> <p>(b) ensuring that the IJB makes the best use of resources, agreeing how Best Value will be measured and making sure that the IJB has the information needed to review value for money and performance effectively</p>	<p>(a) Framework and process for locality budgeting and local financial planning in development</p> <p>(b) Performance management arrangements, including monitoring of financial performance and Best Value in development</p>	Chief Officer: Finance and Resources
	<p>11) shift resources, including the workforce, towards a more preventative and community-based approach; it is important that the Integration Authority also has plans that set out how, in practical terms, they will achieve this shift over time.</p>	Addressed via Strategic Plan and Workforce Development Plan (currently in development)	Chief Officer: Finance and Resources

Recommendation to	Recommendation	Glasgow City Integration Joint Board Actions	Owner (for IJB)
	<p>12) recognise and address the practical risks associated with the complex accountability arrangements by developing protocols to ensure that the chair of the IJB, the chief officer and the chief executives of the NHS board and council negotiate their roles in relation to the IJB early on in the relationship and that a shared understanding of the roles and objectives is maintained</p>	<p>Liaise with Council and Health Board in development of governance, accountability and scrutiny arrangements between IJB and the Council and Health Board respectively</p> <p>Ensure that arrangements put in place are practical, compliant with relevant legislation and provide sufficient levels of accountability and assurance to each party</p>	Chief Officer

Recommendation to	Recommendation	Glasgow City Integration Joint Board Actions	Owner (for IJB)
Integration Authorities, Councils and NHS Boards	13) review clinical and care governance arrangements to ensure a consistent approach for each integrated service and that they are aligned to existing clinical and care governance arrangements in the NHS and councils	Continue to develop and implement clinical and care governance arrangements in line with agreements made within the Integration Scheme, relevant legislation and the requirements of the IJB, Council and Health Board respectively	Chief Officer: Strategy, Planning and Commissioning and Chief Social Work Officer
	14) urgently agree budgets for the Integration Authority; this is important both for their first year and for the next few years to provide Integration Authorities with the continuity and certainty they need to develop strategic plans; this includes aligning budget-setting arrangements between partners	Continue to engage with Council and Health Board financial planning structures	Chief Officer: Finance and Resources
	15) establish effective scrutiny arrangements to ensure that councillors and NHS non-executives, who are not members of the IJB, are kept fully informed of the impact of integration for people who use local health and care services	Liaise with Council and Health Board in development of governance, accountability and scrutiny arrangements between IJB and the Council and Health Board respectively Co-ordinate regular scrutiny sessions focussing on IJB performance for stakeholders and interested parties beyond the membership of the IJB	Chief Officer
	16) put in place data-sharing agreements to allow them to access the new data provided by ISD Scotland.	Continue to liaise with Council and Health Board to review existing data sharing agreements and amendments or expansions required	Chief Officer: Finance and Resources

March 2016 Audit Scotland Report

Recommendation to	Recommendation	Glasgow City Integration Joint Board Actions	Owner (for IJB)
The Scottish Government	1) provide a clear framework by the end of 2016 of how it expects NHS boards, councils and integration authorities to achieve the 2020 Vision, outlining priorities and plans to reach its longer-term strategy up to 2030. This should include the longer-term changes required to skills, job roles and responsibilities within the health and social care workforce. It also needs to align predictions of demand and supply with recruitment and training plans	Continue to engage with Scottish Government on development of longer-term strategy.	Chief Officer
	2) estimate the investment required to implement the 2020 Vision and the National Clinical Strategy	Publication of annual financial statements as required by statute Engage as required with Scottish Government financial planning structures	Chief Officer: Finance and Resources

Recommendation to	Recommendation	Glasgow City Integration Joint Board Actions	Owner (for IJB)
	<p>3) ensure that long-term planning identifies and addresses the risks to implementing the 2020 Vision and the National Clinical Strategy, including:</p> <p>a) barriers to shifting resources into the community, particularly in light of reducing health and social care budgets and the difficulties councils and NHS boards are experiencing in agreeing integrated budgets</p> <p>b) new integration authorities making the transition from focusing on structures and governance to what needs to be done on the ground to make the necessary changes to services</p> <p>c) building pressures in general practice, including problems with recruiting and retaining appropriate numbers of GPs. The role of GPs in moving towards the 2020 Vision should be a major focus of discussions with the profession as the new GP contract terms are developed for 2017</p>	Continue to engage with Scottish Government on identification of risks	Chief Officer Chief Officer: Finance and Resources
	<p>4) ensure that learning from new care models across Scotland, and from other countries, is shared effectively with local bodies, to help increase the pace of change. This should include:</p> <ul style="list-style-type: none"> – timescales, costs and resources required to implement new models, including staff training and development – evaluation of the impact and outcomes – how funding was secured – key success factors, including how models have been scaled up and made sustainable 	Review and consider any learning shared by Scottish Government or identified through existing networks	Chief Officer Chief Officer: Finance and Resources Chief Officer: Strategy, Planning and Commissioning
	<p>5) work to reduce the barriers that prevent local bodies from implementing longer-term plans, including:</p> <p>a) identifying longer-term funding to allow local bodies to develop new care models they can sustain in the future</p> <p>b) identifying a mechanism for shifting resources, including money and staff, from hospital to community settings</p> <p>c) being clearer about the appropriate balance of care between acute and community-based care and what this will look like in practice to support local areas to implement the 2020 Vision</p> <p>d) taking a lead on increasing public awareness about why services need to change</p> <p>e) addressing the gap in robust cost information and evidence of impact for new models.</p> <p>2</p>	Continue to engage with Scottish Government on requirements for longer-term vision, funding clarity, communication and cost-benefit / impact analysis	Chief Officer

Recommendation to	Recommendation	Glasgow City Integration Joint Board Actions	Owner (for IJB)
NHS Boards and Councils	6) carry out a shared analysis of local needs, and use this as a basis to inform their plans to redesign local services, drawing on learning from established good practice	Ongoing analysis of local needs through locality and strategic planning arrangements	Chief Officer: Operations Chief Officer: Finance and Resources Chief Officer: Strategy, Planning and Commissioning
	7) ensure new ways of working, based on good practice from elsewhere, are implemented in their own areas to overcome some of the barriers to introducing new care models	Review and consider any learning shared by Scottish Government or identified through existing networks	Chief Officer: Strategy, Planning and Commissioning
	8) move away from short-term, small-scale approaches towards a longer-term approach to implementing new care models. They should do this by making the necessary changes to funding and the workforce, making best use of local data and intelligence, and ensuring that they properly implement and evaluate the new models	Further development of long-term vision as outlined in Strategic Plan Develop financial and workforce plans based on reasonable assumptions of future funding allocations from Scottish Government	Chief Officer Chief Officer: Finance and Resources
	9) ensure, when they are implementing new models of care, that they identify appropriate performance measures from the outset and track costs, savings and outcomes	Development of integrated approach to performance management (ongoing)	Chief Officer: Operations Chief Officer: Finance and Resources
	10) ensure clear principles are followed for implementing new care models, as set out in Exhibit 9 (page 30 of report).	Ensure alignment of new models with National Outcomes and vision articulated in Strategic Plan	Chief Officer: Strategy, Planning and Commissioning
Information Services Division (ISD)	11) ensure it shares and facilitates learning across Scotland about approaches to analysing data and intelligence, such as using data to better understand the needs of local populations.	Review and consider any learning shared by ISD	Chief Officer: Finance and Resources