

Integration Joint Board

Agenda item:

Date of Meeting: 31st March 2021

Title of Report: Care Homes and Housing Update

Presented by: Caroline Cherry, Head of Older Adults and Community Hospitals

The Integration Joint Board is asked to:

- Approve the Programme Management Approach to progressing the Care Home and Housing Transformation work.
- Approve the work stream approach and the short and longer term priorities set out at 3.3.
- Approve the options appraisal scoring framework set out at 3.10 to 3.12.
- Agree to delegate authority to the Finance & Policy Committee to approve the outcome of the options appraisal.
- Agree the approach to the financial implications set out at 3.13.
- Note the progress of the Care Home and Housing Programme Board detailed within the report.

1. EXECUTIVE SUMMARY

1.1 This report summarises the progress to date of the care home and housing programme board. It provides context in the work previously undertaken and gives details of the approach going forward.

2. INTRODUCTION

2.1 Care homes and housing is a key transformation area which is an integral part of the HSCP Strategic Plan. Care homes for older adults plays a central part of the range of services for older people. These are registered services with the Care Inspectorate but ultimately an older person's home.

2.2 The care homes and housing programme and its projects all link clearly with the HSCP strategic priorities and aims to establish future need and provide a multi-agency platform for planning how our future care homes and specialist housing requirements are met.

2.3 Significant progress towards this priority was carried out in 2018-19 through the Care Homes & Housing Steering Group.

However, it was paused due to resourcing difficulties and the planned re-start in January 2020 was put on hold due to the Covid-19 response.

- 2.4 The Senior Leadership Team made a decision to re-commence this work by the establishment of a new Care Home and Housing Programme Board. The focus of this board is to build on the previous work, to identify short and longer term options which includes local authority care homes in Oban and Dunoon. The new terms of reference of the board are detailed in **Appendix One**.

3. DETAIL OF REPORT

- 3.1 A scoping meeting was held on 12th February. This was well represented by a number of key stakeholders including the Chief Officer, Head of Service Older Adults, Scottish Care, Union Representatives, Human Resources, Commercial Services and Argyll and Bute Senior Housing Managers.

3.2 Care Homes and Housing Programme Board

It was agreed to progress with a new programme board approach. Where there is major change there will be complexity, risk, many interdependencies to manage and conflicting priorities to resolve. These challenges are managed through the board, its governance, themes and agreed principles. In addition, it will ensure that:

- ✓ Relevant projects (whether short term or longer term) are coordinated, and aligned with the HSCP transformational priorities.
- ✓ There is a clear structure in its framework.
- ✓ Membership allows for a multi-agency approach.
- ✓ Any failure is mitigated by a risk management approach.

3.3 Two definite work streams were identified; one as a short term and the other as longer term:

1. Work stream 1 : Operational Priority - Short Term (1-2 years)

Deliver the operational priority to deliver care in a safe and comfortable environment.

2. Work stream 2 : Strategic Development - Longer Term (3-5 years)

Deliver the strategic priority to scope and deliver a co-produced model of future care for older people with communities. The previous report along with up to date modelling and the impact of Covid-19 will be re considered.

3.4

Work stream 1: Operational Priority

1. Eadar Glinn - Oban

Eadar Glinn will be the first care home to explore alternative opportunities for care home accommodation for their residents in 2021- 22.

This is due to the condition of the fabric of the building which is in the worst state of all the care homes and is least suitable for purpose.

This timescale will be monitored closely to ensure that we engage with staff, families and carers.

2. Struan Lodge – Dunoon

Struan Lodge project will commence after the work of Eadar Glinn is well underway. This project will explore alternative accommodation in the short term for their residents. This is due to the condition of the fabric of the building and its suitability.

3.5 Work stream 2 : Strategic Development

The scoping of this work is planned to commence in April 21. It will be aligned with strategic developments including the outcomes of the place or assets based review of Cowal and Bute (jointly sponsored by the HSCP and Argyll and Bute Council). The aim would be to work with communities to co-produce the care outcome underpinned by the joint needs assessment which takes into consideration the impact and learning from Covid -19.

3.6 Engagement

The HSCP recognises the importance of engaging with all stakeholders, communities, staff, and the approach being taken forward is aligned with the HSCP Engagement framework which is based on recognised best practice.

3.7 Early Engagement, Feb- March 21

Early engagement sessions have been completed for families and staff at Eadar Glinn and Struan Lodge. Presentations were delivered informing on the decision to re - establish previous work, the short term options being considered and which were followed by an open questions and answers format.

Four sessions have been delivered for Eadar Glinn, two for staff and two for families. The aim of which was to inform those directly affected on the reestablishment of the previous work, the establishment of the new board, the short term options being considered and to ask those who attended to continue to work in supporting the changes going forward.

Four sessions have been delivered for the families of residents in Struan Lodge, two for families and two for staff.

Two sessions and a briefing paper was provided for local Elected Members.

3.8

Engagement Work stream 1 - Short Term 21/22 and 22/23

Engagement plans/templates were developed and were presented for approval to the Care Home and Housing Programme Board on March 12th. These plans provide details, over the next two years, on how we engage and consult with key stakeholders including staff and families at Eadar Glinn and Struan Lodge, the type of engagement and relevant timescales. The engagement findings will be presented to the programme board as part of monthly reporting.

3.9 Work stream 2 - Longer term Strategic Development

Engagement plans are yet to be scoped or considered. This work will commence from April 21.

3.10 Option Appraisals for Eadar Glinn and Struan Lodge

Option appraisals are a key management tool used to support informed and evidence based decision making within any transformation arena. They provide a key framework which allows for a number of different options to be explored, scored and evaluated against an agreed set of success criteria. Following this rigorous process a selection for a preferred option can be made. The proposal is to complete options appraisals for Eadar Glinn and Struan Lodge.

The three options being considered for both the care homes are:

Option 1: Do nothing – continue to operate as currently in with ongoing building maintenance but no significant capital investment in the building.

Option 2: Invest and retain – carry out a major refurbishment of on a phased basis so as to minimise disturbance to existing residents. Have a pause on new admissions whilst refurbishments are underway for the same reason.

Option 3 - Transfer residents to an alternative provision and develop longer term plans – Have a pause on new admissions to offer residents and families options of alternative care homes based on availability of places in locality. Assess if TUPE applies to a transfer of undertaking based on these choices. In parallel, work up longer term requirement for care homes and extended care provision for the locality, produce options appraisal, business case for preferred option(s) and commission new facilities.

3.11

Success Criteria

The scoring and success criteria which these options will be assessed against are as follows:

	Description
1	Meets the projected local demand for care home places over the next two to three years as per the outputs from the modelling tool
2	Offers care solutions that are as close as possible to local communities
3	Offers some degree of choice to individual clients
4	Offers access to respite
5	Offers access to step up/down
6	Maintains the Care Inspectorate's average quality of care standards score
7	Supports sustainability of existing care providers

Scoring Definitions are set out below:

Score	Description
3	Fully - option meets all positive aspects of criterion.
2	Some - option meets some of criterion.
1	Limited – option meets only a very limited aspect.
0	Option is likely to have a neutral impact.
-1	Limited – Option would have a limited negative impact.
-2	Some - Option would have some negative impact.
-3	Fully – Option would have a strong negative impact on this criterion.

3.12

Option Appraisal Evaluations

The final part of process will be to complete options appraisal evaluation templates for Eadar Glinn and Struan Lodge. The results of the options appraisal will be presented to Finance & Policy Committee for approval. The Committee is asked to seek delegated approval from the IJB for this as the Committee meets monthly and the next meeting of the IJB after the March meeting is not till June 2021.

In addition, to the completion of the options appraisals, a full S.W.O.T (Strengths: Weaknesses: Opportunities: Threats) analysis for all of the options at each of the two care homes will be completed and presented to enhance the decision making process. Once the preferred option is selected, the Equality Impact Assessment will be completed for this option.

3.13 Financial impact

Depending on which option is selected, there is likely to be some financial impact on existing budgets for the IJB. Even if, 'Do Nothing' is selected, there will be consequences from the deteriorating fabric of the building. If the option is selected to, 'Invest and retain', there will need to be additional capital expenditure and there may be an impact on the capacity of the care home whilst those works are carried out. If the third option is selected, there will be a transition period as residents transfer. Costs of alternative provision will need to be factored in, along with any implementation support to assist with changeover, financial sustainability of the new provider and staff transferring. The financial consequences will be estimated into an outline business case and these financial consequences will need to be factored into the IJB's budget for 2022/23.

4. RELEVANT DATA AND INDICATORS

4.1 None

5. CONTRIBUTION TO STRATEGIC PRIORITIES

5.1 This transformation is a key strand of the HSCP Strategic Plan.

6. GOVERNANCE IMPLICATIONS

6.1 Financial Impact – If the preferred option is to transfer residents temporarily to another provider this may have some financial impact.

6.2 Staff Governance – Staff who are currently employed at Eadar Glinn and Struan Lodge may be affected depending on the outcome of the options appraisal and each preferred option. Human Resources and Staff Representation are all present at the Care Home and Housing Programme Board. Human Resources policies involving staff will be taken forward if and when appropriate. Engagement plans will confirm ongoing engagement with staff.

6.3 Clinical Governance

Appropriate clinical governance will be sought if needed.

7. PROFESSIONAL ADVISORY

7.1 Appropriate Professional Advisory input will be sought at all key stages of work.

8. EQUALITY AND DIVERSITY IMPLICATIONS

8.1 Protected characteristics, socio-economic impacts and island impacts are all considered in the preparation of EQIAs for areas of transformation.

9. GENERAL DATA PROTECTION PRINCIPLES COMPLIANCE

9.1 None for this report.

10 RISK ASSESSMENT

10.1 Risk will be mitigated by completion of a risk and issues logs for all areas of transformation and reporting on these to the Care Home and Housing Programme Board.

11. PUBLIC AND USER INVOLVEMENT AND ENGAGEMENT

11.1 A full engagement plan will follow after the preferred option has been approved in accordance with HSCP engagement strategy.

12. CONCLUSIONS

12.1 This report outlines the key areas for progressing work being taken forward by the Care Homes and Housing Programme Board. It sets out the direction already travelled and details the short term and longer term priorities. It also sets out the options appraisal framework and details the process being undertaken. It presents the updated terms of reference for the Care Homes and Housing Programme Board and the governance arrangements which includes reports to the wider Strategic Transformation Board. In conclusion the Care Homes and Housing Programme Board will give assurance of a multi-agency and policy approach to delivering oversight on the future care home and housing needs of older adults for the years ahead.

13. DIRECTIONS

Directions required to Council, NHS Board or both.	Directions to:	tick
	No Directions required	X
	Argyll & Bute Council	
	NHS Highland Health Board	
	Argyll & Bute Council and NHS Highland Health Board	

APPENDICES:

Appendix 1 - Updated terms of reference for Care Home and Housing Programme Board

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Terms of Reference

1. INTRODUCTION

1.1 Older adult services exist in a climate of constant and increasing change. In addition, there is an increasing demand for services within an environment of consistent financial pressure. Therefore, the need to transform within and across all areas of the service is ongoing. This is balanced with maintaining our policy, legal and strategic aspirations to ensure the most vulnerable are protected and kept safe.

1.2 Services that have learned how to transform themselves through effective, collective leadership and strategic control are more likely to be successful. Programme Boards frameworks are increasingly being recognized as key to enabling services to manage their transformational agendas.

1.3 Where there is major change there will be complexity, risk, many interdependencies to manage and conflicting priorities to resolve. These challenges are managed through the programme board, its governance, themes and agreed principles. In addition, failure is mitigated further by adopting a collective leadership approach who have strategic responsibility for ensuring the changes are successful.

1.4 The Housing and Care Home change programme/projects all link clearly, with the HSCP strategic priorities and aims to establish future need and provide a multi-agency platform for planning how our future care home and specialist housing requirements are met.

1.5 Transforming Together across all areas of the partnership and across the breadth and width of Argyll and Bute is a key principle which will ensure alignment of appropriate policies, standards and processes, and that there is a clear strategic overview and understanding which will drive forward the service changes. This will be with a focus on quality and safety, ensuring services are modernised and fit for the future.

2. PURPOSE OF THE PROGRAMME BOARD

2.1 The purpose of the Programme Board is:

- To agree the principles which underpin the success of the change programme.
- To agree the governance themes which will define the approach to programme management
- To monitor and report progress on the lifecycle of the work streams/projects from their conception through to the delivery of any new capability, outcomes and benefits.
- To provide strategic direction, early decision making and intervention, authorisation, accountability and support for the delivery of change projects
- To consider and make recommendations on business cases, proposals and requests for change, presented by Short Life Working Groups, Project leaders and others as appropriate

- Promote an Argyll and Bute wide consistent approach to reviewing and implementation of service changes
- To ensure risk is managed and mitigated appropriately.
- To report progress to the Strategic Transformation Board monthly
- To provide updates to committees, members, for additional scrutiny and challenge when appropriate.
- To ensure that engagement and transparency with older adults, families and communities is at the heart of all that the board does.

2.2 Remit and Responsibility:

Specific areas include:

- To agree strategic direction, authorisation, accountability and support for the delivery of the programme and work streams
- To escalate any decisions needed for approval from the Strategic Transformation Board.
- To agree the goals, objectives and priorities for each work stream/project and ensure these are clearly articulated and reported for scrutiny to Strategic Transformation Board
- To enable an Argyll and Bute wide approach to re design, considering the implementation of local and national initiatives, drivers for change and improvement
- To support the development of appropriate policies, services standards and processes for the provision of services
- To ensure proposals align with duties under the Equalities Act (EQIAs)
- To monitor and manage each Programme's progress, benefits, risks, realisation and impact through the agreed programme management process
- To determine and escalate if appropriate for approval the key recommendations in business cases, proposals and cases for change from project groups
- To manage high level interdependencies and risks associated with the change process
- To approve engagement methodology and ensure appropriate communication and engagement plans are in place for each service change
- To ensure that all plans have had significant stakeholder input including staff side, members, families and older adults and other stakeholders
- To develop and monitor a risk register for the Programme Board

2.3 Values and Behaviours

The Care Homes and Housing Programme Board will achieve the above by building on positive relationships, demonstrating collective leadership, open and honest communication in accordance with our Argyll & Bute Culture of respect and kindness.

Membership

The Board has representation from key areas across a multi-agency partnership

Membership	
Designation	Name
Head of Older People and Community Hospitals (Chair)	Caroline Cherry
PA to Head of Older People and Community Hospitals	Clair McCann
Service Manager Resources (Vice Chair)	Donald Watt
Head of Finance and Transformation	Judy Orr
Council SMT representative	Ross McLaughlin/Douglas Hendry
Professional Lead Social Work	Pamela McLeod
Strategic Leads Housing	Douglas Whyte/Matt Mulderrig
Professional Lead Nursing	TBC
Care Inspectorate Representative	Simon Deveney
RSL Representative	TBC
HR Representative	Joanne McDill
Strategic Planning	Alison Ryan
Public Health	Dr Nicola Schinaia
Independent Sector	Julie Hodges
Staff side/TU Representatives	Mary Watt/Angela McMullan
Head of Estates	Kevin Willan
Programme and Project Support	John Dreghorn/ Gillian McCready/Louise Beattie
Finance	David Forshaw
Head of Commercial Services	Ross McLaughlin
Procurement	Anne McColl Smith
Professional Lead AHP	Linda Currie
Senior Information Analyst	Sally Thompson

Quoracy

Six members of the Programme Board will constitute a quorum, with at least Chair or Vice Chair present.

Administrative arrangements

Supported by PA to the Head of Adult Services for Older People and Community Hospitals.

Governance

Image one below shows the draft structure and governance framework. Image two shows the wider governance across the wider transformational programme.

Key	
Governance	
Accountability	
Scrutiny	

