

Corporate Policy and Strategy Committee

10.00am, Tuesday 26 February 2019

Care Inspectorate Progress Review Findings - referral from the City of Edinburgh Council

Item number	7.9
Report number	
Wards	All

Executive summary

The City of Edinburgh Council on 7 February 2019 considered a report which provided an update on progress with the implementation of the findings from the Care Inspectorate progress review which was published on 4 December 2018. A motion by Councillor Doggart on the Provision of Services for Older People was also considered.

The report has been referred to the Corporate Policy and Strategy Committee for discussion and scrutiny.

Terms of Referral

Care Inspectorate Progress Review Findings

Terms of referral

1.1 On 7 February 2019 the City of Edinburgh Council considered a report which provided an update on progress with the implementation of the findings from the Care Inspectorate progress review which was published on 4 December 2018. A motion by Councillor Doggart was also considered.

2.1 Motion

- 1) To note the progress made to date by the Edinburgh Integration Joint Board and the Health and Social Care Partnership (the Partnership) to implement the recommendations made in the Care Inspectorate's progress review.
- 2) To note that the action plan in relation to the review report will come to the Edinburgh Integration Joint Board for approval following scrutiny by its Audit and Risk Committee.

- moved by Councillor Henderson, seconded by Councillor Ian Campbell

Amendment 1

Council:

- 1) Notes the publication on 4 December 2018 of the Care Inspectorate's progress review following a joint inspection into the provision of services for older people in the City of Edinburgh (originally published May 2017);
- 2) Is disappointed that the Edinburgh Health and Social Care Partnership has been unable to "develop and deliver an overall programme of improvement";
- 3) Believes the failure to adopt a suitable strategic approach to an improvement plan has been detrimental to the care provision for older residents of Edinburgh;
- 4) Recognises the changes made in senior operational leadership to improve performance, even though the Inspectorate "found leadership weaknesses had continued following the inspection";

- 5) Has no confidence in the political leadership of Councillor Ricky Henderson to deliver the changes required to improve services;

- moved by Councillor Doggart, seconded by Councillor Mowat

Amendment 2

Council notes:

- 1) The publication on 4th December 2018 of the Care Inspectorate's progress review conducted in June and July 2018, following a joint inspection by the Care Inspectorate and Healthcare Improvement Scotland of Services for Older People in the city of Edinburgh in 2016;
- 2) The appointment of a new Chief Officer and Operations Officer in May 2018;
- 3) The progress review findings that in the Edinburgh Health and Social Care Partnership the pace of change had been slow, including an eight month delay in 2017 in beginning formal planning to address the original findings; that a strategic approach had not been taken to an improvement plan; and that there had not been enough progress in key strategic areas;
- 4) The review finding that, 'The commitment of frontline staff and some managers had been a substantial strength at the time of the original inspection. This remained the case at the time of the review. Where we could see that improvements had been made these had been taken forward by front line staff and middle managers.'
- 5) The devastating effect that the failure to deliver the appropriate support when it is needed has, on the health and well-being of older people and their carers on a daily basis, and that in Edinburgh it is not uncommon for large numbers of older people to wait for lengthy periods to get the support they need;

Further notes;

- 6) The need for the EIJB and the Health and Social Care Partnership to develop strategic leadership and planning that will deliver suitable and timely care for Edinburgh's older people;
- 7) The role and responsibility, including statutory duties, that the Council has in providing services commissioned by the EIJB for older people in Edinburgh, and the importance of scrutiny by members;
- 8) Therefore refers this report to Corporate, Policy and Strategy Committee for discussion and scrutiny.

- moved by Councillor Main, seconded by Councillor Burgess

In accordance with Standing Order 21(11), Amendment 2 was accepted as an amendment to the motion.

Voting

The voting was as follows:

For the Motion (as amended)	-	35 votes
For Amendment 2	-	21 votes

(For the Motion: The Lord Provost, Councillors Arthur, Barrie, Bird, Booth, Bridgman, Burgess, Cameron, Ian Campbell, Child, Corbett, Day, Dickie, Dixon, Doran, Fullerton, Gardiner, Graczyk, Griffiths, Henderson, Howie, Macinnes, McNeese-Mechan, McVey, Main, Miller, Munro, Perry, Rankin, Ritchie, Staniforth, Watt, Wilson and Work

For Amendment 2: Councillors Aldridge, Brown, Bruce, Jim Campbell, Cook, Doggart, Douglas, Gloyer, Laidlaw, Lang, McLellan, Mitchell, Mowat, Osler, Rose, Neil Ross, Rust, Smith, Webber, Whyte and Young.)

Decision

To approve following adjusted motion by Councillor Henderson:

Council notes:

- 1) The publication on 4th December 2018 of the Care Inspectorate's progress review conducted in June and July 2018, following a joint inspection by the Care Inspectorate and Healthcare Improvement Scotland of Services for Older People in the city of Edinburgh in 2016;
- 2) The appointment of a new Chief Officer and Operations Officer in May 2018;
- 3) The progress review findings that in the Edinburgh Health and Social Care Partnership the pace of change had been slow, including an eight month delay in 2017 in beginning formal planning to address the original findings; that a strategic approach had not been taken to an improvement plan; and that there had not been enough progress in key strategic areas;
- 4) The review finding that, 'The commitment of frontline staff and some managers had been a substantial strength at the time of the original inspection. This remained the case at the time of the review. Where we could see that improvements had been made these had been taken forward by front line staff and middle managers.'
- 5) The devastating effect that the failure to deliver the appropriate support when it is needed has, on the health and well-being of older people and their carers on a daily basis, and that in Edinburgh it is not uncommon for

large numbers of older people to wait for lengthy periods to get the support they need;

Further notes;

- 6) The need for the EIJB and the Health and Social Care Partnership to develop strategic leadership and planning that will deliver suitable and timely care for Edinburgh's older people;
- 7) The role and responsibility, including statutory duties, that the Council has in providing services commissioned by the EIJB for older people in Edinburgh, and the importance of scrutiny by members;
- 8) Therefore refers this report to Corporate, Policy and Strategy Committee for discussion and scrutiny.

For Decision/Action

- 2.1 The Corporate Policy and Strategy Committee is asked to consider the attached report.

Background reading / external references

The City of Edinburgh Council – 7 February 2019

Laurence Rockey

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Links

Appendices	Appendix 1 – Update Report – Care Inspectorate Progress Review Findings
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10am, Thursday 7 February 2019

Update Report – Care Inspectorate Progress Review Findings

Item number	8.6
Report number	
Executive/routine	
Wards	
Council Commitments	

Executive Summary

This report provides an update to the Full Council on progress with implementation of the findings from the Care Inspectorate progress review that was published on 4 December 2018.

Update Report – Care Inspectorate Progress Review Findings

1. Recommendations

It is recommended that the City of Edinburgh Council:

- 1.1 Notes the progress made to date by the Edinburgh Integration Joint Board and the Health and Social Care Partnership (the Partnership) to implement the recommendations made in the Care Inspectorate's progress review.
- 1.2 Notes that the action plan in relation to the review report will come to the Edinburgh Integration Joint Board for approval following scrutiny by its Audit and Risk Committee.

2. Background

- 2.1 From October to December 2016, the Care Inspectorate and Healthcare Improvement Scotland carried out a joint inspection of health and social work for older people in Edinburgh to find out how well the Partnership achieved good personal outcomes for older people and their unpaid carers. The inspection findings were publicised and 17 recommendations for improvement were identified.
- 2.2 Where there is a grade of "weak" in any joint inspection, it is normal practice that the Care Inspectorate and Healthcare Improvement Scotland will return within a year to review progress against each recommendation. The review visit will not be a further inspection or result in any new recommendations.
- 2.3 The Care Inspectorate and Health Improvement Scotland announced there would be review inspection between May and July 2018 and the outcome was published in December 2018.
- 2.4 An emergency motion was submitted to the City of Edinburgh Council on 13 December from Cllr Doggart with the following points:
 - 2.4.1 noting the publication on 4 December 2018 of the Care Inspectorate's progress review following a joint inspection into the provision of services of older people in the City of Edinburgh
 - 2.4.2 is disappointed that the Edinburgh Health and Social Care Partnership has been unable to "develop and deliver an overall programme of improvement"

- 2.4.3 Believes the failure to adopt a suitable strategic approach to an improvement plan has been detrimental to the care provision for older residents of Edinburgh
- 2.4.4 Recognises the change made in senior operational leadership to improve performance, even though the Inspectorate “found leadership weaknesses had continued following the inspection”
- 2.4.5 Has no confidence in the political leadership of Cllr Ricky Henderson to deliver the changes required to improve service.
- 2.5 The emergency motion was ruled not urgent at the City of Edinburgh Council and it was agreed that it would be considered at the next meeting on 7 February 2019 and requested a report to update members on the progress with the 17 recommendations.

3. Main report

- 3.1 The inspection review highlighted some areas where good or reasonable progress had been made including improving the falls pathway, the joint approach to quality assurance, quality improvement and assurance processes, risk assessments, management plans and the implementation of pilot projects including “good conversations”
- 3.2 However, there were areas of limited or poor progress in the following areas:
- Engagement and consultation with stakeholders
 - Development approaches for early intervention and prevention services
 - Delivering on planned exit strategies for interim care services at Gylemuir and Liberton Hospital
 - Develop of intermediate care / step up and step-down services
 - Producing a carer strategy and collaborating with carers to improve how their needs are met
 - Diagnosis and post diagnostic support for people with dementia
 - Producing a joint strategic commissioning plan
 - Developing a financial recovery plan
 - Communicating eligibility criteria and pathways for accessing services
 - Understanding and effective use of self-directed support
 - Workforce development strategy
 - Working with community groups to support a sustainable volunteer recruitment, retention, and training model
- 3.3 It is recognised that the review took place at a time of significant change for the Partnership with the appointment of the new Chief Officer and Head of Operations. Since the initial inspection, the Partnership did develop an improvement plan to

address the finding and has continued to place significant focus on addressing some of its key challenges in performance and services delivery.

- 3.4 Recognising that good strategic governance is a fundamental component of any organisation and that the Edinburgh Integration Joint Board (EIJB) has been operational for just over two years, it was recognised as being important to review the governance arrangements to ensure these were still fit for purpose. The EIJB agreed to fund an independent review of the EIJB governance arrangements. The review highlighted several areas where the governance should be strengthened in terms of strategic leadership and direction and support a new transformation and change programme in support of the longer-term vision and sustainability of the Partnership. This EIJB formally agreed to the implementation of the recommendations in December 2018, with a resourcing plan to be presented to the EIJB in March 2019.
- 3.5 To improve outcomes for people and communities and to reshape a health and care system that is fit for a sustainable future a proposal being taken to the EIJB in February 2019 recommending a new strategic transformation model and a reshaping of approach aligned to a “3 Conversations model”. This model supports a shift and change in the delivery of our services which, when implemented with drive further improvement against the inspection recommendations as part of a “whole system” approach and will provide longer term sustainability of good health and care services.

Engagement and consultation with stakeholders

- 3.6 Work is ongoing to develop a communications plan for the partnership including a new website as the current site does not fit the ambitions or needs of the Partnership. A programme of staff engagement sessions is in place, which are also open to third sector organisations, alongside the more bespoke engagement and involvement work undertaken by the Partnership. Work is also being taken forward to develop a cohesive engagement and consultation strategy as part of the development of the Strategic Plan.

Developing approaches of early intervention and prevention services

- 3.7 The impact of the “3 conversations” model will deliver improvements as part of a whole system approach which is fit for purpose and supports a radical shift in the Partnership’s relationship with the community, communities and the third and independent sector.
- 3.8 The IJB also agreed to allocate funding to increase community care capacity which is now in place with providers reporting this is having a positive impact. The additional capacity will support people in the community to remain at home and reducing delays.

- 3.9 Other decisions made by the EIJB have supported the development of new housing and care solutions for people in support of them moving from hospital care into the community. As an example, the opening of St Stephens Court, part of the EIJB's strategic planning approach to supporting people with a Mental Health problem, will support 16 people access high quality accommodation with support. The outline strategic commissioning plan sets out wider ambitions in this area of work.

Delivering on planned exit strategies for interim care services

- 3.10 It is recognised that to deliver a sustained health and care model, the Partnership will have to look at different delivery models and work is ongoing to shape and develop the right exit strategy for these services. Solid progress on these plans can be demonstrated and will come to the EIJB in due course as part of its strategic decision making in relation to the blend of bed based and community supports it commissions as part of its change model.

Develop of intermediate care / step up and step-down services

- 3.11 Work has begun to scope out what the Partnership will need in the future in terms of a bed base, intermediate care and step up / step down services and this will support the provision of the right services in the right place and at the right time for people .
- 3.12 The set up for a smart house in conjunction with Blackwood Housing Association highlights the latest technologies and encourages individuals to visit to see and test out what might be available to support them maintaining independence.
- 3.13 In addition, the number of community-based respite capacity has increased by 20 places in 2018 in support of the needs of carers.

Producing a carer strategy and collaborating with carers to improve how their needs are met

- 3.14 The EIJB has set out its support for Carers through a wide range of work. A Carers' strategy is being developed in collaboration with carers and carer organisations and this will come to the IJB in March. This will seek to ensure that carer needs are identified and that provision is in place to support and maintain them in their important caring role.
- 3.15 The IJB has also supported John's Campaign and rolled out to all our services and care homes. This advocates for carers to be involved with planning and decision making for the person they care for. The EIJB agreed its support to this campaign and to the work which supports its roll out.

Diagnosis and post diagnostic support for people with dementia

- 3.16 The Partnership has in place an Older People's Working Group (OPWG) which has agreed the work to be taken forward to support post diagnostic dementia support. This includes supporting the post diagnostic support service in Edinburgh, the national innovation test site in North East Edinburgh and work to scope and support

the implementation of improvements to dementia assessment and service pathways.

Producing a joint strategic commissioning plan

- 3.17 There has been significant progress to develop the new strategic plan and the outline strategic commissioning plans, with the Final Strategic Plan due to go to Edinburgh Integration Joint Board in March 2019.
- 3.18 As part of the development of the strategic plan, there has been engagement and participation with over 750 people and was recognised as good practice by Audit Scotland in its recently Published update on progress in health and social care in Scotland.

Developing a financial plan

- 3.19 The IJB are developing their financial plans in preparation for discussions on its budget for 2019/20. Significant change will be required to shape the services the EIJB plans and directs, to ensure sustainability in future years. The transformational change which will be delivered through the implementation of the “3 Conversations” model supports this as well as further improvement in service delivery and outcomes for people.

Communicating eligibility criteria and pathways for accessing services

- 3.20 There has been work done to improve and streamline processes, develop tools for the screening, assessment, and review of individuals. This has had a positive impact on the number of people waiting for an assessment and people waiting for a package of care.
- 3.21 The service has also piloted and tested a new simplified carers’ assessment tool which can be used by all sectors to assess someone’s need and support they may be entitled to. Feedback from this has been very positive and we have seen a reduction in the waiting time for support as a result of its use.

Understanding and effective use of self-directed support

- 3.22 The new “3 Conversations” model (if implementation is agreed by the EIJB) will coach, mentor, and empower staff to support people to exercise greater choice and control over how they live their lives which should encourage more innovative use of self -directed support funding rather than focussing on traditional models.

Workforce development strategy

- 3.23 The workforce plan for the Partnership has been developed and based on a six-step methodology and was agreed and endorsed by the EIJB in December 2018. Key actions were identified with the plan and a cross service workforce planning group has been established and will take forward those key workstreams and development.

Working with community groups to support a sustainable volunteer recruitment retention and training model

3.24 The volunteer recruitment, retention and training model will be developed as part of the “3 Conversations” model; however, the Partnership is supporting Edinburgh Compact in developing the Edinburgh Third Volunteering and Active Citizenship strategy (VACS) through which it supports and encourages the development of volunteering and capacity building in communities.

Performance Improvement

- 3.25 Since the review, there has now been clear trajectories for delayed discharges and this has led to a consistent drop in delayed discharge figures and the improvement targets set have consistently been exceeded. There have also been reductions:
- in the number of delays in acute beds
 - the number of people waiting for an assessment
 - the length of time people wait for care following an assessment
 - People waiting for a Package of Care across NHS Lothian acute sites
- 3.26 There is significant progress being made to ensure those recommendations identified in May 2017 and the report shows that there is plans in place to implement those recommendations as soon as practical.

4. Measures of success

4.1 Measure of success include a health and care system that is fit for the future and support a radical shift from our current service delivery model focussed on outmoded forms of care and enable this funding to be used on community facing and embedded care and support models.

5. Financial impact

5.1 The level of unmet needs across services and the resource required to make improvements in the areas highlighted will have significant cost implications to the Partnership. This will be a consideration in the Partnership’s five-year sustainable financial plan which will have clear links to the strategic plan and will underpin the “3 conversations” model.

6. Risk, policy, compliance and governance impact

6.1 The quality of services delivered by the Partnership is closely linked to performance and resource and where some improvements can be made through improved compliance with procedure, the risks will remain if the Partnership is unable to bring the financial position into balance and identify any additional resource requirement to drive forward improvement.

7. Equalities impact

- 7.1 The progress review highlights areas of unmet need across services in Edinburgh which is likely to impact on health inequalities for service users.

8. Sustainability impact

- 8.1 There are no sustainability implications arising from this report.

9. Consultation and engagement

- 9.1 The Partnership values the input from service users and third and voluntary sector organisations and is committed to involving the appropriate representatives in the proposed transformation and change model workstreams.

10. Background reading/external references

- 10.1 [Older People's Inspection Report](#)

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11. Appendices
