

Report

Inspection of Older People's Services – Revised Improvement Plan Edinburgh Integration Joint Board

17 November 2017



Executive Summary

1. The purpose of this report is to present the Integration Joint Board with a proposed revised improvement plan structure. A presentation will update members on progress against the recommendations of the Care Inspectorate/Health Improvement Scotland's report into their joint inspection of Edinburgh's services to older people.

Recommendations

2. The Integration Joint Board (IJB) is asked to note the revised draft improvement action plan at Appendix 1, and that finalisation of lead officers and timescales is underway through individual discussions with managers (a further iteration of the improvement plan will be circulated to IJB members when this information is included).

Background

3. The Care Inspectorate and Health Improvement Scotland inspected Edinburgh's services to older people in the autumn of 2016 and published the report of their findings in May 2017. The report made 17 recommendations for improvement, all of which were accepted by the IJB and the Health and Social Care Partnership (the Partnership).
4. The Partnership developed an action plan to begin to address the required improvements. The plan and progress reports were considered by the IJB during the summer.

Main report

5. Since the end of August, work has been underway to revise the Partnership's improvement plan. The changes made are set out below, together with their rationale.

- a) A reduction in the number of actions (from 134 to 57) to encourage clarity and focus around deployment of resources, priority-setting and accessibility/readability.
 - b) Alignment of the actions to address the recommendation with the Partnership's recovery plan.
 - c) Creation of a template to ensure appropriate focus on actual impact and outcomes, rather than just 'activity' and/or our intentions, e.g. 'we will review... evaluate...or audit'
 - d) Framing of actions against the 17 recommendations, to capture and better understand the impact across multiple areas of improvement where inter-dependencies exist.
 - Vision
 - Capacity
 - Key processes
 - Service pathways
 - Quality Assurance
 - Workforce
 - e) Greater consultation, discussion and engagement regarding areas of improvement with the third sector, the Care Inspectorate/Health Improvement Scotland, and the wider workforce during the recasting process has created – and will continue to build on – a network of external support and 'buy in', that will allow us to foster stronger links with our partners around delivery of the plan and the level of contribution required.
6. Robust monitoring is an important feature of our ability to measure progress and performance against each of the areas of improvement. This will only be successful where a culture of shared ownership and accountability exists. A key difference will be the presence of Quality Assurance Officers temporarily assigned to the localities. Over time, these staff will be able to provide real time assessment, analysis and support of local performance, particularly around capacity, key processes and quality.
7. A realistic time line to achieve targets and identified milestones is critical when reporting progress to stakeholders, the IJB and the scrutiny bodies. Progress reports based on objective analysis and assessment will be held by the Quality Assurance Service and reported directly to the Chief Officer.

Key risks

8. The quality of services is closely linked to performance and resource availability. Whereas some important improvements can be assured through better compliance with procedure, support, guidance, significant risks will remain if the Partnership cannot bring the financial position into balance, alongside improvements in performance.

Financial implications

9. There is a high level of unmet need in hospital and in the community, which has significant cost implications not reflected in current financial forecasts and savings programmes.

Involving people

10. Service user feedback and analysis of complaints are an important part of the Partnership's quality assurance mechanism and feature in inspection processes.
11. The revision of the action plan has extended the process of engagement with stakeholders to include voluntary sector partners who have an important contribution to make to our improvement process.

Impact on plans of other parties

12. There is no known impact on the plans of other parties.

Background reading/references

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

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Appendix 1 Inspection of Older People’s Services – Improvement Plan

EDINBURGH HEALTH AND SOCIAL CARE PARTNERSHIP OLDER PEOPLE'S SERVICE IMPROVEMENT PLAN

Version 1.3 (24/10/2017)

DRAFT

RECOMMENDATION 1	
The Partnership should improve its approach to engagement and consultation with stakeholders in relation to: <ul style="list-style-type: none"> • its vision • service redesign • key stages of its transformational programme, and • its objectives in respect of market facilitation. 	
What will we do?	The Partnership will develop an effective approach to engaging and consulting with stakeholders in relation to: <ul style="list-style-type: none"> • its vision • service redesign • key stages of its transformational programme, and • its objectives in respect of market facilitation
How will we do it?	<ol style="list-style-type: none"> 1) Doing the basics well 2) Developing a performance framework against which the Partnership will prioritise and then manage its operations 3) Establishing a financial framework linked to the performance framework, which will articulate how the Partnership aims to deliver financial balance 4) Ensuring optimum quality 5) Developing strategies, with identifiable, manageable actions that reflect both the EIJB’s aspirations and the environment in which it operates. 6) Clarifying and simplifying governance arrangements 7) Improving relationships between the Partnership and the City of Edinburgh Council, NHS Lothian, and the third and independent sectors
What change will it produce?	The Partnership’s vision, services, transformation, and market facilitation will be well understood by all staff, key partners and stakeholders
How did this improve the situation as described in the recommendation?	
By who and by when?	Lead – Strategic Planning Group Support – EVOC

RECOMMENDATION 2	
The Partnership should further develop and implement approaches to early intervention and prevention services to support older people to remain in their own homes and help avoid hospital admissions.	
What will we do?	The Partnership will develop and implement approaches to early intervention and prevention services to support older people to remain in their own home and avoid hospital admissions
How will we do it?	<ul style="list-style-type: none"> ▪ Increase homecare capacity by more effectively utilising and developing community capacity and alternative models for care ▪ Increase use and provision of telecare services
What change will it produce?	<p>Increasing prevention will assist individuals remain independent for longer</p> <p>Providing early intervention will stop the escalation of many issues ahead of them reaching a point of crisis</p> <p>The combination of increasing prevention and early intervention will have apposite impact upon avoiding older people being admitted to hospital as well as supporting independent living in their own home.</p>
How did this improve the situation as described in the recommendation?	
By who and by when?	<p>Lead – Katie McWilliam/locality managers</p> <p>Support – EVOC – – Stef Milenkovic</p>

RECOMMENDATION 3	
The Partnership should develop exit strategies and plans from existing 'interim' care arrangements to help support the delivery of community based services that help older people and their carers to receive quality support within their own homes or a setting of their choice	
What will we do?	The Partnership will develop exit strategies and plans from existing 'interim' care arrangements to help support the delivery of community based services that help older people and their carers to receive quality support in their own home or a setting of their choice
How will we do it?	<ul style="list-style-type: none"> • Develop a capacity strategy that takes into account all areas of capacity across the sector and associated implementation plan/model • Review service exit/contingency plans for Liberton Hospital and Gylemuir • The EIJB has issued a direction for the capacity plan for older people to be finalised by 31 October 2017. This will include exiting Liberton Hospital by September 2018 and identifying suitable longer-term bed based solutions to the existing interim care facilities
What change will it produce?	<p>Minimal intervention to keep people in their communities</p> <p>Better understanding of community capacity and community facilities and organisations to meet needs of individuals</p> <p>Broader understanding of sector capacity will provide better options and choices for individuals and carers regarding day care, care at home and care home provision</p>
How did this improve the situation as described in the recommendation?	
By who and by when?	Lead – Older People Strategy Group

RECOMMENDATION 4	
The Partnership should engage with stakeholders to further develop intermediate care services, including bed based provision, to help prevent hospital admission and to support timely discharge	
What will we do?	The Partnership will engage with stakeholders to further develop intermediate care services, including bed based provision, to help prevent hospital admission and to support timely discharge
How will we do it?	<ul style="list-style-type: none"> • Explore options to re-designate a portion of existing capacity to include step up/step down and day care (including respite) services
What change will it produce?	Intermediate care services will allow for people's needs and circumstances to be assessed and provided for in a way that does not affect acute hospital services There will be an overall reduction in delayed discharge from hospital
How did this improve the situation as described in the recommendation?	
By who and by when?	Lead – Older People Strategy Group

RECOMMENDATION 5	
The Partnership should work in collaboration with carers and carer's organisations to improve how carers' needs are identified, assessed and met. This should be done as part of updating the Carer's Strategy.	
What will we do?	The Partnership will work in collaboration with carers and carers' organisations to improve how carers' needs are identified, assessed, and met. This should be done as part of updating the Carers' Strategy
How will we do it?	<ul style="list-style-type: none"> • Continue to adjust existing provision for carers in line with legislation
What change will it produce?	<p>A carers' strategy will provide better organized and responsive support to carers, in a timely manner that is fits with their needs</p> <p>Better identification of carers will make it easier for sector wide services to support carers</p> <p>There will be an overall reduction in the number of crises as carers' circumstances will be overall better understood – ongoing capacity, resilience, support</p>
How did this improve the situation as described in the recommendation?	
By who and by when?	Lead – Kirsten Adamson

RECOMMENDATION 6	
The Partnership should ensure that people with dementia receive a timely diagnosis and that diagnostic support for them and their carers is available.	
What will we do?	The Partnership will ensure that people with dementia receive a timely diagnosis and that diagnostic support for them and their carers is available.
How will we do it?	<ul style="list-style-type: none"> • Explore existing system using a root cause analysis approach • Map current support for individuals and carers post-diagnosis • Establish a clear referral and re-referral pathway, including signposting of carer support • Establish current capacity of existing dementia services • Eight GP practices in North East Edinburgh have been successful in their bid to become one of three sites testing the relocation of dementia post diagnostic support services to a primary care setting. • Understand from carers what it is they require from services post-diagnosis
What change will it produce?	<p>Better timed dementia diagnosis Better understanding of existing dementia support services Better levels of timely support to carers Better use of signposting to all sector support services</p>
How did this improve the situation as described in the recommendation?	
By who and by when?	Lead – Older People Strategy Group

RECOMMENDATION 7	
The Partnership should streamline and improve the falls pathway to ensure that older people's needs are better met.	
What will we do?	The Partnership will streamline and improve the falls pathway to ensure that older people's needs are met more effectively.
How will we do it?	<ul style="list-style-type: none"> • Work on the falls pathway has commenced, with a target completion date of December 2017 • Allied to the above is the recruitment of two Falls Coordinators who are aligned to two localities each • Broadening the falls pathway to look at prevention and early intervention – addressing the vicious cycle of minor falls impacting upon an individual's confidence leading to a gradual withdrawal from an active lifestyle • Better use of the total sector's capacity to identify and engage earlier to prevent falls and inactivity created from minor falls
What change will it produce?	<p>People being able to lead active lives in their communities</p> <p>Individuals who are susceptible to falling have the correct packages of support and intervention to minimize the impact of falls on their lives</p> <p>An overall reduction in the number of falls across older people</p>
How did this improve the situation as described in the recommendation?	
By who and by when?	<p>Lead – Amanda Fox and Locality Managers</p> <p>Support – EVOC</p>

RECOMMENDATION 8	
The Partnership should develop joint approaches to ensure robust quality assurance systems are embedded in practice.	
What will we do?	The Partnership will develop joint approaches to ensure robust quality assurance systems are embedded in practice.
How will we do it?	<ul style="list-style-type: none"> • Standardise the quality expectations across the services of the Partnership • Establish what assurance frameworks exist, and review effectiveness of these • Design a stand-alone framework for Partnership quality assurance, using best practice from other IJBs • Agree the governance and compliance of this framework
What change will it produce?	<p>Clear evidence base of service of the quality of service delivery across the Partnership</p> <p>Standards of service delivery across the Partnership will be unified</p> <p>Promotion of the Partnership's own identity through consistent service delivery</p> <p>Feedback from those receiving services will be used to improve and shape future service delivery</p> <p>Scrutiny and reporting on service quality will identify issues earlier and assist in the continual improvement of service delivery</p>
How did this improve the situation as described in the recommendation?	
By who and by when?	<p>Leads – Keith Dyer and Jen Evans</p> <p>Support – IJB Performance and Quality Group and EVOC</p>

RECOMMENDATION 9	
The Partnership should work the local community and with other stakeholders to develop and implement a cross sector market facilitation strategy. This should include a risk assessment and set out contingency plans	
What will we do?	The Partnership will work the local community and with other stakeholders to develop and implement a cross sector market facilitation strategy. This should include a risk assessment and set out contingency plans.
How will we do it?	<ul style="list-style-type: none"> • Work with independent and third sectors to create an ethos and culture of partnership and collaboration • Commissioning role to be realigned with locality planning and third sector provision • A market facilitation and shaping strategy will be developed under the auspices of the Strategic Planning Group (SPG) • Providing staff, partners and stakeholders with the purpose and intentions behind the market facilitation strategy • The capacity strategy will assist and support the creation of the market facilitation strategy
What change will it produce?	<p>The status quo is unsustainable and therefore future service delivery depends upon an effective cross sector market facilitation strategy</p> <p>Individuals will have improved access to services, preventing higher levels of support and intervention</p> <p>By utilizing the services across the sector, packages of support for individuals will be identified earlier and delivered without delays</p>
How did this improve the situation as described in the recommendation?	
By who and by when?	<p>Lead – Strategic Planning Group</p> <p>Supporting– Moira Pringle</p>

RECOMMENDATION 10	
<p>The Partnership should produce a revised and updated joint strategic commissioning plan with detail on:</p> <ul style="list-style-type: none"> • how priorities are to be resourced • how joint organisational development planning to support this is to be taken forward • how consultation, engagement and involvement are to be maintained • fully costed action plans including plans for investment and disinvestment based on identified future needs • expected measurable outcomes 	
What will we do?	<p>The Partnership will produce a revised and updated joint strategic commissioning plan with detail on:</p> <ul style="list-style-type: none"> • how priorities are to be resourced • how joint organisational development planning to support this is to be taken forward • how consultation, engagement and involvement are to be maintained • fully costed action plans including plans for investment and disinvestment based on identified future needs • expected measurable outcomes
How will we do it?	<p>The Partnership will, by Christmas 2017, deliver outline strategies for priority areas, setting out demand and capacity, investment choices, and the risks associated with each. These strategies will come with high-level, but robust commissioning plans embedded in them and be presented to the EIJB for approval.</p>
What change will it produce?	<p>an accurate and realistic analysis of our current position a statement of where we want services to be a robust analysis of our current demand and capacity an outline of the resources (physical, workforce, and financial) we believe we require, with an objective explanation of why where appropriate, a market-shaping strategy to clarify our expectations for providers and the things we will incentivise in our commissioning an action plan for delivery for: 6 months, 12 months, 3 years and 5 years</p>
How did this improve the situation as described in the recommendation?	
By who and by when?	<p>Lead – Strategic Planning Group Supporting – Moira Pringle and EVOC December 2017</p>

RECOMMENDATION 11	
The Partnership should develop and implement detailed financial recovery plans to ensure that a sustainable financial position is achieved by the Integration Joint Board.	
What will we do?	The Partnership will develop and implement detailed financial recovery plans to ensure that a sustainable financial position is achieved by the Integration Joint Board
How will we do it?	<ul style="list-style-type: none"> • We will look first to efficiencies across the system, acknowledging that areas have previously been out of bounds and protected – this is no longer sustainable • We will re-establish the ‘savings group’ to monitor progress against agreed actions and to hold team members to account • We will delegate financial resources as appropriate to localities. In so doing, we will also be clear on financial expectations and the accountability for delivering on these. This will be included in personal objectives • We will couch financial discussions with the EIJB in terms of investment (and disinvestment) decisions • We will be clear about our decisions, including the risks to performance and quality, and use this risk analysis to identify the best possible decisions or recommendations • We will communicate the financial challenge, our options for delivery, and where responsibility lies, as widely as we can • We will consider how best to share the financial challenge and our options with the public • We will build on the work outlined above and ensure that these strategies build in financial sustainability
What change will it produce?	<p>Through market facilitation, the unsustainable financial position will change, and a financially sustainable model of Partnership service delivery will be established</p> <p>A sustainable financial position follows the successful realization of the market facilitation strategy</p>
How did this improve the situation as described in the recommendation?	
By who and by when?	<p>Lead – Moira Pringle</p> <p>Support – EVOC</p>

RECOMMENDATION 12	
The Partnership should ensure that: <ul style="list-style-type: none"> • there are clear pathways to accessing services • eligibility criteria are developed and applied consistently • pathways and criteria are clearly communicated to all stakeholders, and • waiting lists are managed effectively to enable the timely allocation of services. 	
What will we do?	The Partnership will ensure that: <ul style="list-style-type: none"> • there are clear pathways to accessing services • eligibility criteria are developed and applied consistently • pathways and criteria are clearly communicated to all stakeholders, and • waiting lists are managed effectively to enable the timely allocation of services
How will we do it?	We will work towards ensuring eligibility criteria are agreed, published, and applied consistently in line with Scottish Government guidance
What change will it produce?	There will be clear pathways to access services across the Partnership Criteria for services, where necessary, will be clearly explained and reviewed on a regular basis Waiting lists are well managed and individuals awaiting a service are kept up to date through effective communication
How did this improve the situation as described in the recommendation?	
By who and by when?	Lead – Locality Managers Support – EVOC

RECOMMENDATION 13	
<p>The Partnership should ensure that:</p> <ul style="list-style-type: none"> • people who use services have a comprehensive, up to date assessment and review of their needs which reflects their views and the views of the professionals involved • people who use services have a comprehensive care plan, which includes anticipatory planning where relevant • relevant records should contain a chronology, and • allocation of work following referral, assessment, care planning and review are all completed within agreed timescales 	
What will we do?	<p>The Partnership will ensure that:</p> <ul style="list-style-type: none"> • people who use services have a comprehensive, up to date assessment and review of their needs which reflects their views and the views of the professionals involved • people who use services have a comprehensive care plan, which includes anticipatory planning where relevant • relevant records should contain a chronology, and • allocation of work following referral, assessment, care planning and review are all completed within agreed timescales
How will we do it?	<p>The Partnership will ensure that staff know how to access advocacy support and options are communicated with service users and recorded appropriately in assessments</p> <p>The Partnership will increase capacity within social work through prioritisation of registered social work functions and the development the paraprofessional role</p> <p>The Partnership is committed to:</p> <ul style="list-style-type: none"> • reducing waiting times and delays across all parts of the persons journey • reviewing packages of care and support in line with Scottish Government standards • ensuring every person will have a care plan when assessed as needing support
What change will it produce?	<p>Assessments will be holistic and will reflect the circumstances of individuals strengths and areas where support is needed or is predicted</p> <p>Care plans will effectively address, through a variety of supports (informal and formal), the individual's needs</p> <p>Relevant records contain a chronology identifying patterns and risks</p> <p>Timescales are adhered to and reported against</p>
How did this improve the situation as described in the recommendation?	
By who and by when?	<p>Lead – Locality Managers</p> <p>Support – EVOC</p>

RECOMMENDATION 14	
The Partnership should ensure that risk assessments and management plans are recorded appropriately and are informed by relevant agencies. This will help ensure that older people are protected from harm and their health and wellbeing maintained.	
What will we do?	The Partnership will ensure that risk assessments and management plans are recorded appropriately and are informed by relevant agencies. This will help ensure that older people are protected from harm and their health and wellbeing maintained.
How will we do it?	<ul style="list-style-type: none"> Strengthen adult protection processes to improve consistency and compliance with adult support and protection procedures
What change will it produce?	Risk assessments and management plans are in place to address concerns for individuals The Partnership will continue to work with key partners in public protection to continue to improve how we protect vulnerable individuals
How did this improve the situation as described in the recommendation?	
By who and by when?	Lead – Jon Ferrer Supporting – Locality Managers

RECOMMENDATION 15	
The Partnership should ensure that self-directed support is used to promote greater choice and control for older people. Staff and multi-agency training should be undertaken to support increased in confidence in staff in all settings so that they can discuss the options of self-directed support with people using care services.	
What will we do?	The Partnership will ensure that self-directed support is used to promote greater choice and control for older people. Staff and multi-agency training should be undertaken to support increased in confidence in staff in all settings so that they can discuss the options of self-directed support with people using care services.
How will we do it?	<ul style="list-style-type: none"> • Build on existing multi-agency training and increase capacity to support staff in all settings • A Locality Implementation Board for support planning and brokerage has been convened and a project plan developed. Three key work streams have been identified in relation to this, starting with a test of change relating to 100 service users in the North-East locality • Social Care Direct staff are provided with input on the principles of SDS options and how service users and carers can access support • Reinstate SDS champion initiative across the Partnership • Simplify the assessment and budget allocation process – moving away from task centred to holistic needs and relationship based assessment models
What change will it produce?	<p>Individuals in receipt of SDS will be retaining control over their lives and how services support their needs</p> <p>Through the increased and imaginative use of SDS, choice and preference will be key to service provision</p> <p>Individuals will have choice in service provision</p> <p>Service provision is a central part of the market facilitation strategy</p>
How did this improve the situation as described in the recommendation?	
By who and by when?	<p>Lead – Wendy Dale</p> <p>Support – Angela Lindsay and Colin Beck</p>

RECOMMENDATION 16	
The Partnership should develop and implement a joint comprehensive workforce development strategy, involving the third and independent sectors. This will help to support sustainable recruitment and retention of staff, build sufficient capacity and ensure a suitable skills mix that delivers high quality services for older people and their carers.	
What will we do?	The Partnership will develop and implement a joint comprehensive workforce development strategy, involving the third and independent sectors. This will help to support sustainable recruitment and retention of staff, build sufficient capacity and ensure a suitable skills mix that delivers high quality services for older people and their carers.
How will we do it?	<ul style="list-style-type: none"> • Produce and implement a workforce development strategy. This will be taken forward by the Workforce Development Steering Group led by the Chief Nurse • Review workforce requirements across the Partnership to reduce use of agency staff • Boost the profile, reward, and value of working within older people service sector
What change will it produce?	<p>Improved recruitment of the correct individuals with the right skills required</p> <p>Improved retention of staff</p> <p>Improved succession planning and talent management</p> <p>Improved collaboration by adopting a sector wide workforce development sees further capacity in communities through social enterprise and community co-operatives</p>
How did this improve the situation as described in the recommendation?	
By who and by when?	Lead – Workforce Development Steering Group (Pat Wynne chair)

RECOMMENDATION 17	
The Partnership should work with community groups to support a sustainable volunteer recruitment, retention and training model.	
What will we do?	The Partnership will work with community groups to support a sustainable volunteer recruitment, retention and training model
How will we do it?	Support organisations to develop volunteering networks relevant to the capacity of the Health and Social Care Partnership
What change will it produce?	Stronger volunteering will support all services and individuals in the sector Recruitment, retention, and training of volunteers will be well supported by the Partnership with its stakeholders from the broader sector
How did this improve the situation as described in the recommendation?	
By who and by when?	Lead – Wendy Dale Support – Paul Wilson (Volunteer Edinburgh)