

# Policy and Sustainability Committee

10.00am, Tuesday 12 March 2024

## Edinburgh Integration Joint Board Chief Officer Update Report

Executive/routine  
Wards

### 1. Recommendations

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It is recommended that the Policy and Sustainability Committee (P&SC):

- 1.1.1 Considers the contents of this report.

#### Pat Togher

Chief Officer, Edinburgh Health and Social Care Partnership

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# Report

## Edinburgh Integration Joint Board Chief Officer Update Report

### 2. Executive Summary

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- 2.1 This report provides a quarterly report on the work of the Edinburgh Integration Joint Board (EIJB) and progress with key workstreams within the Edinburgh Health and Social Care Partnership.
- 2.2 It is anticipated this report will continue to strengthen the relationship and reporting arrangements between the Edinburgh Integration Joint Board and the City of Edinburgh Council (the Council). As the Edinburgh Health and Social Care Partnership operates a large and varied range of services, this report will report on areas of areas of priority/significance as well as any issues for escalation.
- 2.3 If member wish additional topics covered in future iterations of this report, please contact Angela Brydon @ [angela.brydon@edinburgh.gov.uk](mailto:angela.brydon@edinburgh.gov.uk) or myself and this can be incorporated into future reports.

### 3. Background

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- 3.1 As part of governance arrangements in place, the Edinburgh Integration Joint Board (EIJB) Chief Officer provides a quarterly report to Policy and Sustainability Committee (P&SC) of areas of interest relating to the EIJB. This report will cover items of strategy, performance, operational delivery, performance and governance.
- 3.2 There is a recognition through the [All Party motion](#) presented to the City of Edinburgh Council, that the relationship between the City of Edinburgh Council and the Edinburgh Integration Joint Board needs to be strengthened. This report is one mechanism to support information sharing on key areas of interest between the Council and the EIJB.

## **4. Main report**

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4.1 This report (Appendix 1) will cover the following areas for consideration by P&SC:

### **4.2 Items of Governance**

4.2.1 EIJB Financial Position (services delegated to the Council)

4.2.2 Future Relationship with partners

### **4.3 Items of Strategy**

4.3.1 Strategic Plan

4.3.2 Older People's Pathways Programme

4.3.3 Change Programme and Workforce Board

### **4.4 Items of Operational Delivery and Performance**

4.4.1 Care Home Inspections

4.4.2 Adult Support and Protection

4.4.3 Recruitment

4.4.4 Retention

4.4.5 Performance

### **4.5 Items for Escalation**

4.6 The focus of the paper is contained within the report (Appendix 1) will cover the period September 2023 – March 2024.

## **5. Next Steps**

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5.1 This report provides Policy and Sustainability Committee with an update on key areas of interest and a further report will be presented to Committee on 28 May 2024.

## **6. Financial impact**

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6.1 There are no specific financial impacts arising from the contents of this report. Any financial impacts will be included within specific reports on workstreams contained within this report.

## 7. Equality and Poverty Impact

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- 7.1 There are no specific equality and poverty impacts arising from the contents of this report. Any equality and poverty impacts will be included within specific report on workstreams contained within this report.

## 8. Climate and Nature Emergency Implications

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- 8.1 As a public body, the Council has statutory duties relating to climate emissions and biodiversity. The Council

*“must, in exercising its functions, act in the way best calculated to contribute to the delivery of emissions reduction targets”*

(Climate Change (Emissions Reductions Targets) (Scotland) Act 2019), and

*“in exercising any functions, to further the conservation of biodiversity so far as it is consistent with the proper exercise of those functions”*

(Nature Conservation (Scotland) Act 2004)

- 8.2 The City of Edinburgh Council declared a Climate Emergency in 2019 and committed to work towards a target of net zero emissions by 2030 for both city and corporate emissions and embedded this as a core priority of the Council Business Plan 2023-27. The Council also declared a Nature Emergency in 2023.

### Environmental Impacts

- 8.3 As this report is an update report on a range of key activities, any environmental impacts will be highlighted as part of specific reports on key workstreams.

## 9. Risk, policy, compliance, governance and community impact

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- 9.1 As this report is an update report on a range of key activities, any impacts will be highlighted as part of specific reports updating on key workstreams. It should be noted that this report aims to improve the governance / interface arrangements between the Edinburgh Integration Joint Board and the Council.
- 9.2 This report is an update report for members of P&SC on the work for the EIJB, therefore there is no stakeholder or community impact. Any stakeholder or community impact relating to any of the workstreams contained within the report have been carefully considered and referred to within the relevant report to committee / EIJB.

## **10. Background reading/external references**

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10.1 None.

## **11. Appendices**

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Appendix 1 – Chief Officer Update

## Items of Governance

### EIJB Financial Position (services delegated to the Council)

1. On 2nd November 2023, the City of Edinburgh Council agreed to make additional budget delegated to the EIJB by £14.5m to meet the budget deficit and fund remedial works in two Council owned care homes. Despite this welcome contribution, most recent projections indicate that the underlying operational financial position has further deteriorated.
2. After taking account of the additional contribution agreed by the Council in November, delegated services are forecasting an overspend of £6.0m. Although this is a slight improvement (£0.2m) from the last report, the underlying operational position has deteriorated by £3.8m from the month 6 forecast.
3. Financial reporting to Council committees happens routinely at month 3, 6 and 9 and then outturn (month 12). Given the risks associated with the purchasing forecast the social care finance team reviews the position on a monthly basis.
4. Month 8 monitoring highlighted the following key impacts on the forecast:
  - a. a further £2.4m increase in forecast care at home expenditure. This builds on the 14% increase with expenditure sustaining performance improvement, albeit at a significant financial cost.
  - b. increase in other (i.e., non-care at home) externally purchased services, totalling £1.7m.
  - c. additional vacancies with an estimated financial impact of £1.6m; and
  - d. slippage of £1.5m on approved savings for review and assessment and agency spend.

### Achieving break even

5. NHS Lothian have undertaken to work collaboratively with the 4 Lothian integration authorities to deliver a balanced outturn. On this basis, financial plan assumed that set aside services would be fully funded. The Deputy Director of Finance has agreed that, at this point, it is reasonable to assume the NHS Lothian will be able to make an additional payment to support the EIJB to break even within health services. It has therefore been assumed the NHS Lothian will make an **additional payment to the IJB of £6.8m** to fulfil this commitment.
6. This leaves the estimated £6m overspend on Council run services to be addressed. In mid-December, when the updated projections were available, the Chief Officer immediately instructed a few initial actions. Most elements are covered by existing EIJB decisions or fall within the operational responsibility of the Chief Officer. Two

options are recommended for approval by Edinburgh Integration Joint Board on 9 February.

7. The proposed recovery programme involves the following range of actions which is undernoted:
  - a. **Contribution to increased costs of replacement care** – utilising slippage in carers funding to offset increases in the cost of replacement care.
  - b. **Community living change fund** – offsetting funding against costs incurred to support hospital discharge.
  - c. **Accelerating reviews** – supplementing the resource supporting reviews thereby increasing the number of reviews undertaken.
  - d. **Managing demand** – introducing increased authorisation of packages of care, targeting support at adult support and protection cases and hospital discharges.
  - e. **Housing based support** – reducing support provided to people for a range of aspects relating to independent living.
  
8. Each of these proposals comes with a degree of risk, either to the people for whom the Edinburgh Health and Social Care Partnership (the Partnership) support, the ability for the Partnership to meet statutory obligations, reductions in public confidence, decreased hospital flow, deteriorating performance, provider sustainability and the opportunity cost of alternative investments. The Chief Officer and his team will, wherever possible, identify suitable mitigation but it should be recognised that this will not eliminate the risk.
  
9. There are several governance routes for these proposals. The contribution from carers funding was agreed (proposal a) by the EIJB on the 9 February. Proposals relating to the community living change fund and managing demand (items b and d) are operational matters which lie within the authority of the Chief Officer to progress. The introduction of a review team (item c) was agreed as part of the EIJB 2023/24 savings programme and the current proposal represents an operational change. As such, this also sits within the authority of the Chief Officer. Housing based support (item e) was agreed at the EIJB on 9 February and officers are working to implement this proposal at pace.
  
10. The undernoted table provides the minimum and maximum savings that could be achieved by implementing the actions referenced:

	<b>Min £m</b>	<b>Max £m</b>
a contribution to increased costs of replacement care	0.00	1.20
b community living change fund	0.00	0.90

c accelerating reviews	0.25	0.50
d reducing demand	0.00	0.60
e housing-based support	0.20	0.40
<b>Total</b>	<b>0.45</b>	<b>3.60</b>

11. It should be noted that even delivering the maximum savings across all the actions referenced at paragraph will still leave a remaining shortfall of **£2.4m**. It is also likely that measures to bridge this gap will have a detrimental impact on services and outcomes for people.

#### Future Relationship between EIJB and partners

12. The [EIJB](#) agreed at its meeting of 9 February, a range of recommendations in responses to the Full Party Motion presented to Ful Council on the 2 November and these are undernoted briefly for information:

<b>Workstream</b>	<b>Reporting bodies</b>	<b>Completion date</b>
Better alignment of the budget setting process between the Council, NHS Lothian and the EIJB	EIJB, Council Finance and Resource Committee and NHS Finance and Resource Committee	March 2024
Review the scrutiny / governance processes to understand where scrutiny of health and social care services sits across both Council, NHSL and EIJB (and its committees).	EIJB / Policy and Sustainability Committee / Full Council	May 2024
EIJB work with partners to gain assurance that directions and associated services are being appropriately scrutinised and ensure that scrutiny is happening in the right way and place.	EIJB Policy and Sustainability Committee NHS Board / Committees	May 2024
Reporting regime is considered and reviewed – linked to the governance processes.	EIJB / Policy and Sustainability Committee / NHS Board / Committees	May 2024
Further work undertaken on how collectively the EIJB can improve dialogue with partners.	EIJB / NHS / CEC	May 2024
Review of the revised Integration Scheme	Council and NHS Board and potentially Scottish Government	September 2024
Financial regulations are subject to a regular review.	EIJB	December 2024



## Items of Strategy

### Strategic Plan

13. The publication of the EIJB Strategy Plan has been delayed (a first iteration will be presented to the Strategic Planning Group in March) in recognition that the Strategic Plan will have to reflect the current financial position facing the EIJB and the impact this will have on the aspirations of the EIJB and associated Strategic Plan.

### Older People's Pathways Programme (OPPP, previously Bed Based Review)

14. Programme governance for the Older People's Pathway has now established, consisting of an internal Delivery Group and Stakeholder Oversight Board. Membership of both groups is now confirmed. Chairs have been appointed / briefed.
15. The Programme has focussed on forecasting clinical need and demand and estimating the capacity and the cost of care. Specifically:
  - a. Findings and recommendations from the OPPP strategic review of bed-based services were presented at a Development Session for IJB members on 12 January 2024.
  - b. Planning for Liberton, which has focussed on a new model of Hospital-based Complex Care that preserves capacity for Intermediate Care and securing more capacity in care homes and peripatetic clinical support for them. Clinical leaders have considered various options and agreed a new configuration. New nursing home models of care are being developed and costed. Work is ongoing to define space requirements for all clinical services based at Liberton and identify alternative locations.
  - c. Analysis of long-term trends in care home fees is now complete. Findings show recent inflation is not explained by underlying cost due to scarcity. Results were presented at the Development Session with a recommendation to combat scarcity-driven inflation by increasing internal capacity over short, medium and long term. Feasibility studies for the recommended activities will be carried out.
  - d. Analysis of purchasing practices found opportunities to control prices and improve residents' experience of moving to care homes. A proposal to expand the Partnership's Care Booking service and create an oversight group to enable more central control is in progress.
16. The Lead Interim Commissioner continues to meet with Scottish Care and the independent sector about the Partnership's commissioning intentions. Future work will focus on developing condition-specific frameworks with agreed market rates. The Programme will work with the internal care homes and the independent sector to estimate reasonable for the most intensive beds that are also most scarce.

17. A full paper was presented on the [Older People's Pathway](#) to the EIJB on 9 February 2024.

#### Change Programme and Workforce Board

18. The EIJB continue to drive forward a significant programme of change aimed at embedding innovation, new ways of working, performance improvement and financial sustainability. Key achievements to date in relation to the overall Change Programme include:
- a. **Review and right sizing packages for care** - good progress is now being made in relation to the review and rightsizing of packages of care. A person-centred, individual approach to looking at support arrangements is in place. The use of community support and technology enabled care solutions is also being maximised and meet outcomes in a more cost-effective way. A new internal team has been established to extend this approach, building on the learning from the existing temporary team which the EIJB agreed in June 2023 as part of the Medium-Term Financial Strategy.
  - b. **One Edinburgh programme** (approved by the EIJB in September 2023) – the programme continues to make good progress. The Total Mobile scheduling system is now operational across all homecare and reablement teams. The team are now beginning to gather data from the new system which is helping to inform the both the optimal model for scheduling efficiently, and also the future shape and model for the reablement service going forward. Work to transition towards a reablement approach is moving at pace, with an initial focus on recruiting staff and updating and rolling out reablement training.
  - c. **Commissioning and pathways programmes** - three programmes, focused on older people's services, mental health services and services for working-age adults, are in detailed development stages. An engagement session was held with EIJB members in January to discuss the scope and approach for older people's services. This programme will design the optimum model for bed-based and community-based services, including Hospital Based Complex Clinical Care (HBCCC), intermediate care and residential and nursing care, in the context of the requirement to move from the Liberton Hospital site. A report on the findings of a strategic commissioning exercise for older people's services was considered and agreed by the EIJB on 09 February 2024.
19. An update on the implementation of the workforce strategy, Working Together, was provided to the EIJB Performance and Delivery Committee in January 2024. The

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scope of the workforce programme and scope been refreshed under the leadership of the new Workforce Board. Full time project management support has been allocated to this programme to drive this forward. Initial priorities include recruitment and retention, learning and development, leadership, and staff wellbeing.

20. The Change Board continues to keep a strong focus on financial sustainability and the oversight of budget planning as part of the Medium-Term Financial Strategy. Activity is underway in relation to both the management of in-year 2023/24 pressures and the development of budget savings proposals which will help achieve a balanced budget position for 2024/25. The team continue to work closely with our partners in the City of Edinburgh Council and NHS Lothian on this and are also engaging with EIJB members through a series of Budget Working Group sessions. The financial situation remains challenging especially for the next financial year, and the change programme will require to adapt and expand to include new projects and programmes focused on financial sustainability.

### Items of Operational Delivery and Performance

#### Care Home Inspections

21. Between September and November 2023, there have been two Care Home Inspections undertaken in Care Homes. All care homes have been inspected against a maximum of four quality themes. Only a selection of quality themes and statements will be scrutinised at each inspection. The undernoted provides the rating for the six care homes:

Care Home	Date of Inspection	How well do we support peoples' wellbeing?	How good is our leadership?	How good is our staff team?	How good is our setting?	How well is our care and support planned?
Clovenstone	5 Oct 23	5 – very good	5 – very good	Not measured	Not measured	5 – very good
Ferrylee	23 Oct 23	5 – very good	5 – very good	Not measured	Not measured	Not measured

22. Some key areas highlighted from the inspections include:
- a. Interaction was observed to be warm and respectful with people.
  - b. Meals and snacks were of a good quality.
  - c. There was a wide variety of activities and local connections which people could participate in as a group or a one-to-one basis.
  - d. The environment was clean and tidy.
  - e. Personal plans were clear and up to date.

- f. People were supported by a staff team who knew them well.
- g. People's health and wellbeing was supported.
- h. Improvements in the home were guided by a positive attitude towards quality assurance.
- i. People experiencing care and their families contributed to the development of the service.

### Adult Support and Protection

- 23. The third audit for Adult Support and Protection (ASP) was completed in December 23 and an overview of findings is undernoted:
  - a. Overall screening and the speed of initial response in Adult Support and Protection is good.
  - b. Chronologies and risk assessment are now present in Duty to Inquire (DTI) with Investigative Powers report.
  - c. The involvement of the person viewed as at risk is lacking, with too many ASP investigations going on without the person being involved.
  - d. Minutes and safety plans are often missing from people's files.
- 24. The number of open ASP cases in the city have undergone a review, considering set criteria and the number of ASP cases has reduced significantly. This has increased capacity for both officers as well as business support, leading to enhanced Adult Protection Case Conferences.
- 25. Work continues to implement a range of actions specified in the Adult Support and Protection Improvement Plan and an update is on the agenda of the meeting today.
- 26. Work has already started to improve ASP data reporting and the ASP Level 3 training has been reviewed and will now incorporate a care study from a significant case review, the use of Powers with the Act and an emphasis on how to refer to outside agencies such as the Officer of the Public Guardian.
- 27. There are currently three Large Scale Investigations in place at this time and these are being managed with oversight from the Adult Protection Committee chaired by the Chief Executive.
- 28. In accordance with the National Guidance, the Council has moved from Initial Case Reviews and Significant Case Reviews to Learning Review. The first learning review highlighted some matters that require further consideration, including early decision making and staff communication and a protocol for conducting a learning review. In

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response a Learning Review Panel has been set up to take this learning forward. There are two learning reviews which were approved at the Adult Protection Committee, with a further two at initial stages. Currently there remains one current Significant Case Review.

### Recruitment

29. The Partnership continue to deliver a range of recruitment events and a city-wide advert for all Social Work vacancies (including roles within the Partnership) is now in place. The Partnership continue to work to fill its vacancy gaps, with success in filling several existing social work and social care vacancies which has reduced our social work waiting lists. The vacancy rate within locality assessment and care management teams has reduced from 42.2 WTE in August 2023 to 37.25 in December 2023 with 22 agency staff covering vacant posts.
30. Between October to December 2023, the following staff were recruited: 1, Senior Social Worker, 7 Social Workers, 1 Senior Occupational Therapist, 1 Occupational Therapist, 2 Community Care Assistants and 1 Mental Health Officers. Work continues to progress the streamlining of the process for recruiting graduate Social Work and Occupational Therapists.
31. The Student Hub continue to provide practice placements for Social Work students with 16 placements offered in August 2023 and a further 6 placements offered in October 2023. Work is underway to identify and provide suitable placements for 34 students throughout 2024.
32. However, there are still challenges in recruiting to Occupational Therapists and Community Care Assistants and this is having an impact on both those waiting lists. Therefore, until this recruitment challenge in relation to those posts are resolved, the risk remains at critical at this time.

### Retention

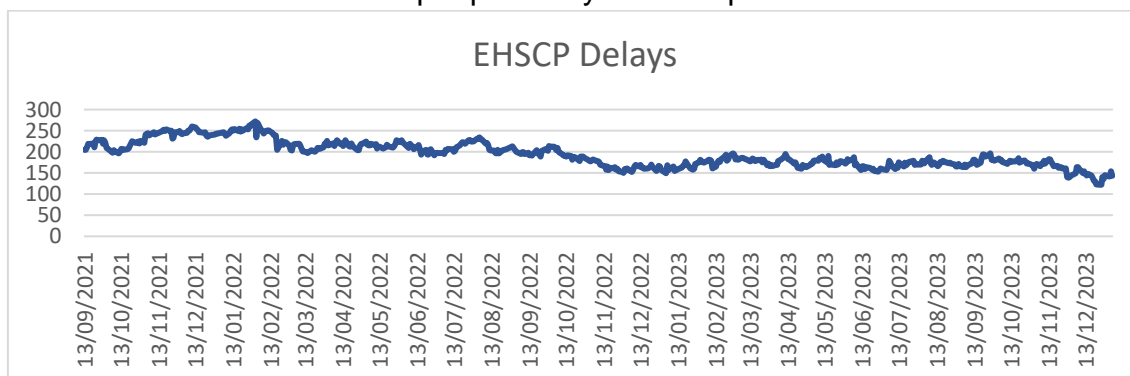
33. The Partnership continue to restructure the operations management division, and this will provide the organisation with stability as currently several Service Managers have been in seconded posts for a significant period which exposes the Partnership to additional risk.
34. Whilst the Partnership are filling posts within key teams, there does remain workforce gaps across Occupational Therapists and Community Care Assistants (CCA) and this will still affect service delivery and increase waiting lists, therefore at this time the risk remains at critical.

## Performance

35. This update will provide an overview on 4 key areas of performance, namely:
- The number of people delayed in their discharge from hospital.
  - The number of people waiting for a package of care, including people waiting in hospital and those waiting in the community.
  - The number of people waiting for a social care assessment.
  - The number of outstanding reviews.

## Delayed Discharges

36. The number of people delayed in hospital has been relatively steady throughout December and were at a lower level going into the festive period than seen in previous years with 123 delays on 22 December 2023, which is 27% lower than 2022.
37. Historically, delays have increased across the last week of December/first week of January as services experience lower levels of staff due to leave. As expected, there is a spike in the first week of 2024, with 157 delays as of 5 January 2024 (which is the same figure seen in 2023). Performance remains below the trajectory for December for the number of people delayed in hospital.

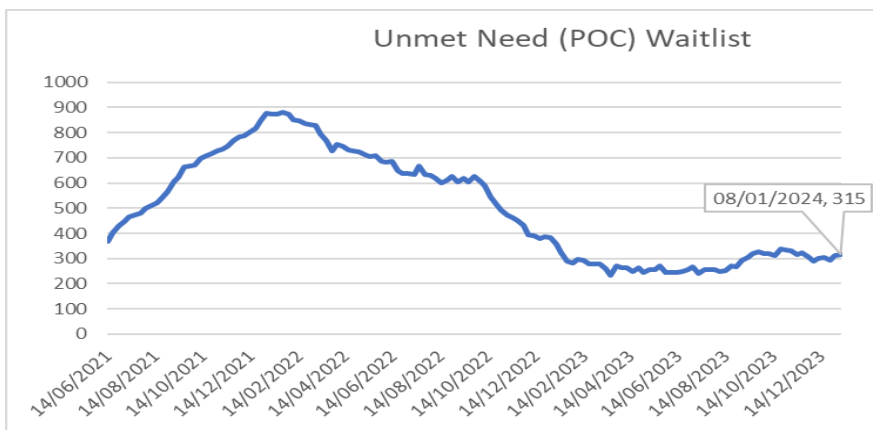


38. A daily resilience huddle has been initiated from December to monitor performance, identify any fragility or gaps in service delivery and ensure sustainability in our performance.

## People waiting for a package of care

39. The number of people waiting on a package of care has remained relatively steady since end of November, with 315 people waiting on 8 January 2024. As with delays, there was a decrease going into the festive period (295 on 25 December), but it has increased in the first week of January 2024. The unmet need list remains a concern despite it being a 12% decrease compared January 2023, and a 64% decrease on the figure seen in January 2022.

40. The Partnership are performing well against the performance trajectory for people waiting for a package of care (unmet need). The unmet need trajectory was revised in November to take account of the impact of external factors around market instability to reflect a realistic position for the remainder of 2023/24. As a result of this revision, it is predicted that the waitlist will increase before the end of the financial year. Due to the increase in reviews of peoples' needs and the savings required, there is a high risk that performance will deteriorate. The daily Command Centre continues to meet daily to oversee performance. 3 Brokerage Officers are now in post, who oversee matching, ensuring that those most at risk are prioritised for care.



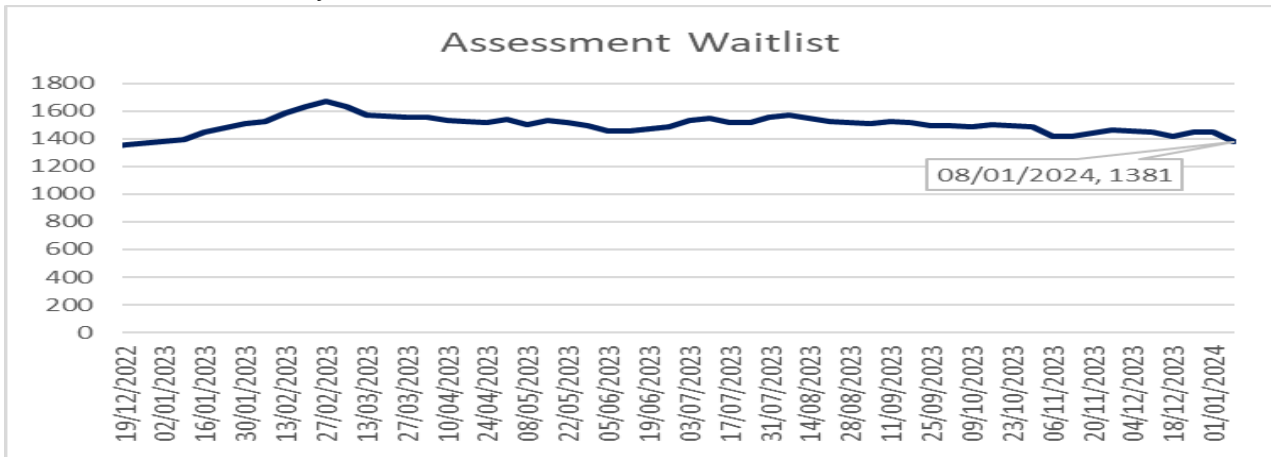
#### People waiting for an assessment of social care

41. The assessment waitlist has also seen a slight reduction from 1,464 at the end of November to 1,381 on 8 January 2024 and it has remained relatively steady since July 2023. Due to a data quality exercise and revised process/codes for waitlist data, the Partnership have limited historical data for the social care assessment waitlist to allow analysis, however the waitlist has seen an 11% reduction from March - December 2023.
42. Analysis is underway of the waiting lists to further understand changes in that demographic. For example, the Partnership have seen the number of social work assessments reduce, but the number of occupational therapy assessments increase as an overall proportion. The Partnership will provide details in further reports once analysis has been completed.

#### Outstanding reviews

43. The Partnership continue to have a significantly high number of reviews to be undertaken, with approximately 6,965 reviews recorded in our system on 8 January 2024. There are 2 issues to note about this, the first that reviews do not relate to individual people as it is a review for service rather than review of the person. When

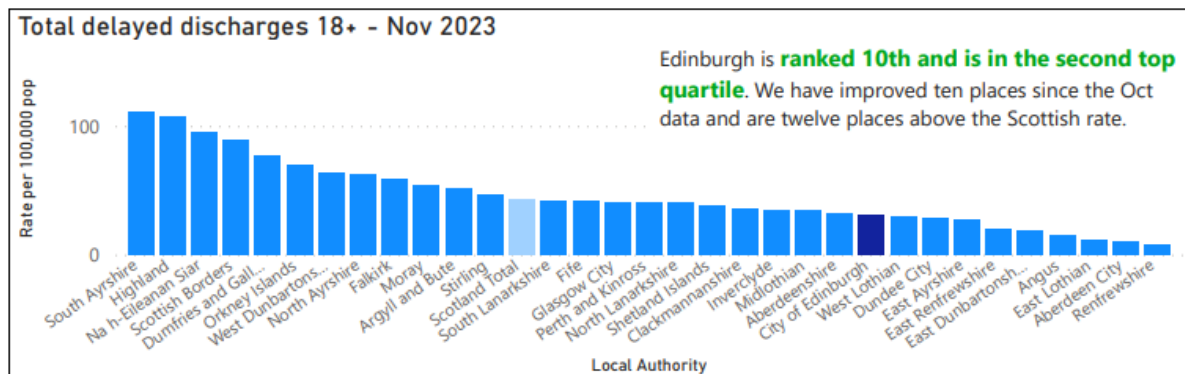
a review of a person's needs is undertaken, this may involve reviewing more than one service they receive.



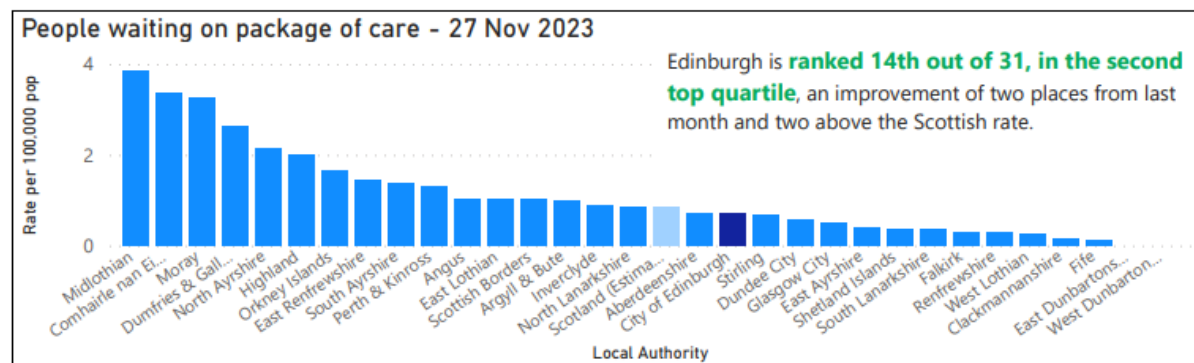
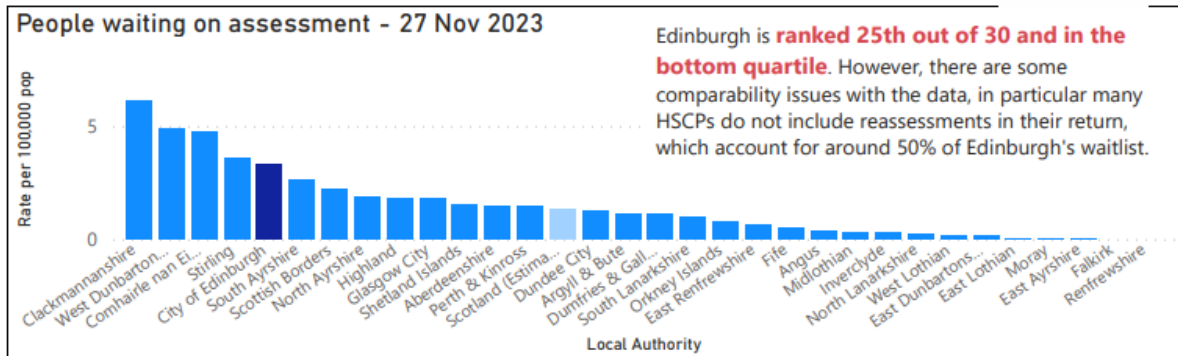
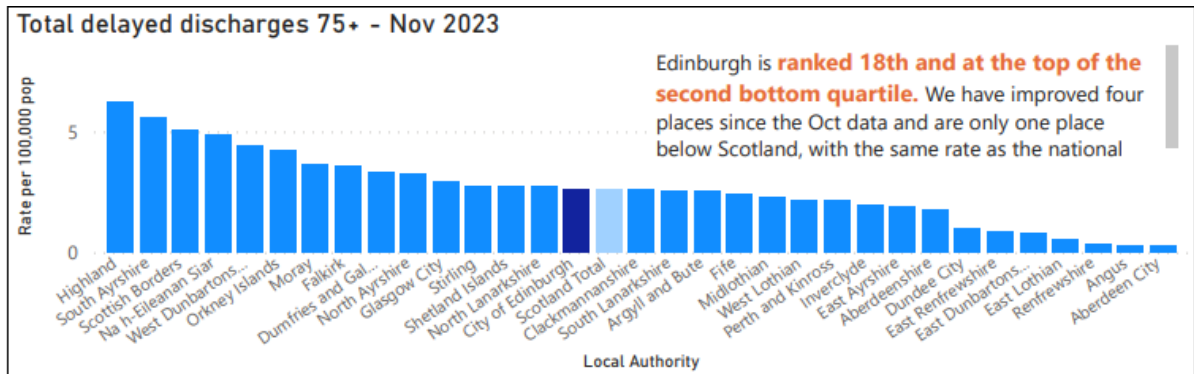
44. Secondly, there are significant quality issues with this data. However, even despite these two caveats, we continue to have a significant challenge. The review and assessment team continue to work through the backlog of reviews, starting with the most complex cases which will often take longer to complete, with 137 reviews completed since the team started in October. This work is being accelerated through the forming of an internal review team in January 2025. The Partnership are developing a trajectory for reviews to help monitor performance.

45. The undernoted provide members with a view of how the Edinburgh Health and Social Care Partnership are performing against other Health and Social Care Partnerships.

### Benchmarking Graphs







### Escalation to Policy and Sustainability

46. It is important to highlight that the level of savings required to address the £5.3m gap for this year will mean the EIJB will be required to make some difficult choices to reduce this gap. The medium-term financial strategy for the Integration Joint Board for 2024/25 to 2025/26 is still being finalised for presentation to the board on 18<sup>th</sup> March 2027. At the time of writing the savings requirement for the next financial year is c£58m and will require a sizeable savings and recovery programme to bridge the gap. This in turn will have detrimental impacts for people, services, communities, and performance.
47. To deliver the level of savings require to bridge the gap may result in:
  - a. Several improvements required to address the recommendations of the Adult Support and Protection Improvement Plan, Social Work and Social Care Policy and Sustainability Committee – 12 March 2024

Improvement Plan and the Mental Welfare Commission Improvement Plan being put at risk in terms of delivery. If these are not delivered, there could be a significant risk of harm to people, increased scrutiny from a range of regulatory bodies (e.g., Care Inspectorate, Mental Welfare Commission, Scottish Government) and reputational damage to the Partnership.

- b. Individuals may have to wait longer for their assessments.
- c. A potential reduction in purchase of services, meaning that people will have to wait longer for their needs to be met.
- d. A higher likelihood of increased delayed discharge if assessment and service provision is reduced.
- e. Disinvestment in early intervention and prevention services which would result in more crisis intervention which is more costly.
- f. Carers may only receive the statutory level of support as defined by the Carers Act which will led to placement breakdown.

48. All risk relating to our current budget position and the implications of this are explicitly called out in the Partnership and reported to the Governance, Risk and Best Value Committee. The current position is also referenced in the EIJB risk registers.