



HEALTH OVERVIEW AND SCRUTINY COMMITTEE: 8 JUNE 2016

INTEGRATING LEICESTER, LEICESTERSHIRE AND RUTLAND POINTS OF ACCESS

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

Purpose of report

1. The purpose of the report is to inform the Committee of the Business Case which has been developed for Integrating Leicester, Leicestershire and Rutland (LLR) Points of Access across health and social care partners. Members are asked to support the overall vision and direction of travel as set out in the Business Case (attached as Appendix A).

Policy Framework and Previous Decisions

2. The relevant policy framework includes:
 - Better Care Together Five Year Strategic Plan 2014-2019;
 - Better Care Fund Plan 2016-2017;
 - The Care Act 2014;
 - Leicestershire County Council Provisional Medium Term Financial Strategy 2016/17–2019/20;
 - Leicestershire County Council Strategic Plan 2014–2018 (Leading Leicestershire: Transforming Public Services).

Background

3. The development of the LLR Better Care Together Five Year Plan has highlighted the need to consider how single points of access across LLR could be simplified and reconfigured in support of demand management and the “left shift” so that professionals and service users make the best use of the most appropriate service in the most appropriate setting of care, and that the information and signposting provided is responsive and consistent with local pathways.
4. The Integrating LLR Points of Access project group, with NHS and Adult Social Care representation (and broader local authority services eg First Contact) from across LLR, was set up to scope this work in the context of the future model of urgent care for LLR and the national context for redesigning urgent care which is a key priority from NHS England’s Five Year Forward View.
5. The overall aims of the Integrating LLR Points of Access project are to:

- Deliver high quality, citizen centred, integrated care pathways, delivered in the appropriate place and at the appropriate time by the appropriate person, supported by staff/citizens;
- Reduce inequalities in care (both physical and mental) across and within communities in LLR;
- Support the improvement of health and wellbeing outcomes for citizens across LLR;
- Optimise both the opportunities for integration and the use of physical assets across the health and social care economy;
- Support the achievement of more appropriate use of health, social and community services;
- Services to be accessible to as many people as possible within the community;
- All health and social care organisations in LLR to achieve financial sustainability, by adapting the resource profile where appropriate;
- Improve the utilisation of our workforce and the development of new capacity and capabilities where appropriate, in our people and the technology we use.

Current Position

6. LLR has various single points of access (SPA) that provide support to the health and social care service provision. These include separate customer service call centres for each of the local authorities and a number of general and specialist customer call centres with Health settings. Each “SPA” currently operates separately, and in very different ways.
7. Operationally, it is recognised that there is an opportunity to deliver a more consistent, targeted service to both customers and professionals by integrating our approach across existing points of access.
8. The model proposed in this Business Case has been designed to support the new urgent care system for LLR which is being developed as part of the local Vanguard site. The new urgent care system will feature improved clinical triage. This Business Case demonstrates the opportunities to integrate existing “SPAs” so that the infrastructure supporting the urgent care system, including supporting the new clinical triage systems, can be as integrated as much as possible for both professionals and patients in the future.

Business Case

9. This Business Case outlines how these objectives can be achieved through implementing a new Target Operating Model (TOM). It also examines the associated activities, costs, benefits, risks and mitigations that will be involved in delivering this new, more integrated way of working.
10. This Business Case has been developed within the context of current levels of performance, the strategic direction of the in-scope services, aligned to the Better Care Together (BCT) Five-Year Plan and the Vanguard - Workstream 1 programme. In summary, the document details the following:
 - An integrated TOM for Health and Adult Social Care points of access across LLR;
 - A proposed approach and business case to achieve implementation of integrated services;

- A financial appraisal of the current service delivery model versus the recommended TOM for Health and Adult Social Care including implementation costs, realisable financial and non-financial benefits;
 - The associated change activities required to deliver the overarching aims and objectives of the programme;
 - Risks, Issues and Constraints associated with a programme of this scale across multiple organisations and the mitigating actions.
11. The Business Case finds that there are significant advantages of moving to a single uniform way of operating, at a single or much reduced number of sites and under one management structure. At a high-level these are:
- Realisable savings that may be achieved through rationalisation of the management structures, teams and facilities that undertake contact centre activities in Health and Adult Social Care;
 - Savings that can be achieved through more effective ways of working in the teams that execute service requests;
 - A more effective, responsive and better experience for the recipients of the services (professionals, patients and service users);
 - Better information on which to make LLR wide decisions on demand management and targeted interventions.
12. It is recognised that there are a number of challenges of moving to this model and the approach outlined in the Business Case seeks to address these through risk mitigation and effective programme management. The challenges are as follows:
- Each of the organisations involved, both politically and organisationally will want (or be able) to move at different speeds towards the optimal solution;
 - The ability to integrate the ways of working and the technology that supports it;
 - To be able to design and implement a cost effective approach that can effectively support the varying demographics across the LLR region.
13. These challenges create a number of risks that will need to be mitigated and actively managed through the life of the programme if the LLR vision and the benefits are to be achieved. These major risks are:
- The organisations involved may not be able to reach agreement on progressing through the implementation phases;
 - The overall benefits may be diluted as the timelines for benefit realisation become extended and the economies of scale of running a concerted implementation phase are reduced;
 - The timelines for the IT integration and the Vanguard projects may have a material impact on the progress on this project;
 - As this level of integration has not been achieved before, the LLR system may not have confidence to move at the pace required to deliver the benefits identified in the Business Case.
14. The Business Case, the approach that this phase of the programme has taken and the recommended implementation approach seeks to address these risks by:

- Ensuring that there is a commonly understood and agreed set of aims, objectives and Design Principles that are aligned to the LLR overall vision. This has created a framework to guide the programme through the design and implementation phases;
 - Developing a set of reasonable assumptions that will allow the programme to move through each of the phases with known, unknown and managed risk;
 - A phased implementation approach to standardise and optimise the ways of working across all the organisations involved to drive out savings early in the programme to help build credibility and confidence;
 - The baselining and collection of more detailed, comparative information in the early stages of the programme. This, in conjunction with the detailed design stages, will allow the stakeholders to make the integration and co-location decisions in the later stages of the project and within the context of the framework;
 - Ensuring there is a detailed co-design stage at the start of the transition stage to both support decision making and start the engagement of the operational teams, service users and patients in the change;
 - Ensuring that the programme strategies that will support the change e.g. benefit management, stakeholder management, change and communications are developed and co-designed early in the project;
 - Ensuring that there are activities within the programme and in the operational teams that facilitates the collection of standardised data to allow the organisations to make good decisions over the 30-month programme period and beyond;
 - Ensuring that the key programme resources with the necessary skills and capacity, from across the in-scope organisations are identified early by undertaking a skills and capacity assessment to determine any skills gaps and plan for sourcing alternative programme resources if required.
15. The approach taken in developing the Business Case provides the foundation for the next stage of the programme, as it was designed to engage the teams who will have responsibility for delivering the model and to begin the process of involving the wider Health and Adult Social Care services and stakeholder groups. These teams are an integral part of the proposed changes. Their intellectual capital combined with the experience of consultants from 4OC has been used to co-design the proposed future TOM and the method for delivery, and hopefully, in the process has cemented their commitment to the upcoming changes.

Resource Implications

16. At this Business Case approval stage in the project, no funding is being requested from individual organisations. The current phase of the project (Business Case preparation) has been funded from Vanguard monies allocated to the Leicestershire Better Care Fund for this purpose. The LLR wide Project Board have agreed to recruit a temporary Programme Manager to ensure the pace and momentum around this project is maintained. The costs for this support are being funded from the same source of funds.
17. The LLR Points of Access Project Board will provide a further report on the resource implications of the implementation of the programme in due course.

18. These requirements depend on the outcome of the Business Case approval stage and the number of partners across LLR who participate in phase 1 (and future phases).

Conclusions

19. The Business Case will be presented to management teams and boards across health and social care partners in the forthcoming months. The report recommends supporting the overall vision and direction of travel as set out in the Business Case attached.
20. Management teams and boards from across the partnership are being asked to consider the following recommendations:
- a) Support the overall vision and direction of travel as set out in the Business Case;
 - b) Make a recommendation to the Board to support the commitment to enter into phase one of the programme (operational readiness and standardisation across existing call centres);
 - c) Agree to participate in a further strategic gateway/decision point once this standardisation has been achieved, whereby organisations will determine their entry into the next stage of integration (phase 2);
 - d) At this Business Case approval stage in the project, no funding is being requested from individual organisations. The current phase of the project (Business Case preparation) has been funded from Vanguard monies allocated to the Leicestershire Better Care Fund for this purpose. The LLR wide Project Board have agreed to recruit a temporary Programme Manager to ensure the pace and momentum around this project is maintained. The costs for this support are being funded from the same source of funds.
 - e) The LLR Points of Access Project Board will provide a further report on the resource implications of the implementation of the programme in due course.
 - f) These requirements depend on the outcome of the Business Case approval stage and the number of partners across LLR who participate in phase 1 (and future phases).
21. A further strategic gateway/decision point will take place once the standardisation as set out in phase 1 has been achieved. At this point organisations will determine their entry into the next phase of integration at which point a detailed resource and implementation plan will also be presented.

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Circulation under Local Issues Alert Procedure

None.

Background papers

- 14 January 2015 – Report to the Cabinet “Better care Together – Leicester, Leicestershire and Rutland Five Year Strategic Plan - <http://ow.ly/ZwQgl>
- 6 February 2015 - Report to the Cabinet “Medium Term Financial Strategy 2015/16 - 2018/19” - <http://ow.ly/ZwQl0>
- 12 January 2016 - Report to the Cabinet - “Medium Term Financial Strategy 2016/17 to 2019/20” - <http://ow.ly/ZwQVa>

Relevant Impact Assessments

Equality and Human Rights Implications

22. An Equalities and Human Rights Impact Assessment (EHRIA) was conducted and the subsequent action plan approved by the Adult and Communities Departmental Equalities Group in January 2016.
23. There will be subsequent EHRIAs conducted in relation to specific service areas and projects as these emerge from the action plan.