

Public Document Pack

Date Wednesday, 26th March, 2014
Time 7.00 pm
Venue Committee Room 1, Civic Offices, Merial Street,
Newcastle-under-Lyme, Staffordshire, ST5 2AG
Contact Louise Stevenson ext 2250



Civic Offices
Merial Street
Newcastle-under-Lyme
Staffordshire
ST5 2AG

Supplementary Agenda Transformation and Resources Overview and Scrutiny Committee

PART 1- OPEN AGENDA

4 Better Care Fund

(Pages 1 - 54)

This page is intentionally left blank

NEWCASTLE-UNDER-LYME BOROUGH COUNCIL

EXECUTIVE MANAGEMENT TEAM'S REPORT TO CABINET

Date 2nd April 2013

1. **REPORT TITLE** **Better Care Fund Submission**
- Submitted by:** **Head of Business Improvement, Central Services & Partnerships
– Mark Bailey**
- Portfolio:** **Communication, Policy & Partnerships**
- Ward(s) affected:** **All**

Purpose of the Report

To inform Members of the proposals set out as part of the development of the Better Care Fund (BCF) across Staffordshire and within Newcastle. These proposals include the transfer of the Disabled Facilities Grant funding into the BCF from April 2015. The report asks Cabinet to approve the draft BCF plan for Staffordshire (submitted on 14th February 2014) and also to note that NULBC will have the opportunity to be part of a Partnership Agreement which will determine the future governance arrangements around the BCF and also take decisions over how the BCF will be invested. A final submission of the BCF Plan for Staffordshire will be made on 4th April 2014.

Recommendations

- a) **That the Cabinet notes the contents of the report**
- b) **That Cabinet endorses the draft Better Care Fund Plan submission up to the end of 2015/16 (see Appendix A), whilst reserving the right to review this endorsement at the end of 2015/16, pending a wholesale review of Disabled Facilities Grant (DFG) funding to NULBC after 2015/16**
- c) **That Cabinet delegates authority to the Leader of the Council to agree and sign off the BCF submission on behalf of the Council**

Reasons

The Better Care Fund (BCF) aims to provide people with better integrated care and support in Staffordshire. The Fund has been created from a range of different existing budgets and from April 2015, the existing Disabled Facilities Grant (DFG) budget – which is currently provided directly to district/borough councils – will be allocated to the BCF, although the statutory duty will remain with district/borough councils.

The report requests that Cabinet endorse the Plan (Appendix A) and delegates the Leader of the Council to agree and sign the Plan on behalf of the Council. The BCF focuses on preventative work and that the scope of the BCF may expand over time, creating opportunities for district/borough councils in areas such as leisure/culture; housing; community safety; and environmental health.

Having said that, the present concern is obviously on ensuring that DFG funding is maintained and it has been confirmed that the DFG element of the BCF will be allocated back to district/borough councils for 2015/16. Agreement from NULBC to the BCF submission is predicated on the agreement that the funding position is reviewed before the end of 2015/16 with regard to DFG, and assurances sought on post-2015/16 funding for DFG from central government (Department of Health and Department for Communities and Local Government) and Staffordshire County Council and before NULBC commits to the BCF beyond 2015/16.

1. **Background**

- 1.1 The Better Care Fund (BCF) was previously known as the Integrated Transformation Fund and was announced nationally in June 2013 with the aim of providing people with better integrated care and support.
- 1.2 The Fund itself will be created from several existing budgets, with funding provided on behalf of district/borough councils from the Disabled Facilities Grant (DFG) (currently provided to district/borough councils in the form of a direct grant).
- 1.3 From April 2015, the DFG will be allocated to the BCF, although the statutory duty to provide DFGs will remain with district/borough councils.
- 1.4 It appears that NHS England will want these funds to be hosted by a Clinical Commissioning Group (North Staffordshire CCG in the case of Newcastle-under-Lyme) rather than by a local authority.
- 1.5 The allocation to Staffordshire from the national BCF pot will be £56.1m in 2015/16 (£3.8m of which will be the DFG component).
- 1.6 The BCF is focused on preventative work such as reablement, support for carers and services to allow disabled people to live independently. DFG, and the help it provides to people within the home, is a part of this.
- 1.7 The first draft of the Better Care Fund Plan for Staffordshire was submitted on 14th February 2014, following consultation with the Health and Well Being Board for Staffordshire and others. The Plan itself includes all district/borough councils as parties to the Plan; reflects the focus on prevention in the Staffordshire Health and Well Being Strategy (and also the local version of the Strategy in Newcastle under Lyme) around prevention; refers to the role of district/borough councils in engaging with providers and communities; and acknowledges the positive contribution of DFGs in preventing falls and other key areas of work.

2. **Issues and Areas for Consideration**

- 2.1 The BCF Plan is limited in terms of its references to the role of district/borough councils – there are few references to them beyond those listed above. Having said that, it seems likely that the scope of the funding channelled into the BCF nationally will expand over time and may provide opportunities for district/borough councils to promote the needs of the local communities in the borough and also input into the preventative agenda via a number of council services (e.g. leisure/culture; economic development; housing; community safety; and environmental health).
- 2.2 The issue of DFG funding is one of concern to councils such as NULBC (who will still have a legal duty to deliver adaptations where certain criteria are met). A letter was issued, therefore, in December 2013 from the Departments of Health and Communities and Local Government stating that the DFG element of BCF for 2015/16 must be allocated back to the relevant housing and strategic housing authorities. NULBC, in this report, is proposing to sign up to the BCF until the end of 2015/16 and will reserve the right to sign up to a longer term agreement based on a clear steer around future DFG funding beyond 2015/16. NULBC requests that a review is carried out around DFG funding during 2015/16 by a combination of the Departments of Health and Communities & Local Government with full involvement from Staffordshire CC and the district/borough councils in Staffordshire (including NULBC).
- 2.3 In terms of future working, it is likely that a Partnership Agreement (covering section 75 of the NHS Act allowing the NHS and local authorities to pool budgets) will be needed to underpin the governance and management of the BCF.

- 2.4 District/borough councils will not be obliged to sign up to the s75 Agreement and will be able to receive funding from the BCF without such an agreement in place, but not to do so could exclude NULBC from discussions on future allocations of funding and it may be difficult for additional funding to be invested from the BCF into NULBC work and also into the DFGs as a preventative activity.
- 2.5 The new s75 agreement will be developed during 2014 with a view to going live in April 2015 and a decision from NULBC is likely to be required sometime during the autumn of 2014.
- 2.6 The overall approach as articulated by the BCF process is to move resources away from acute services to preventative approaches by preventing crises and increasing peoples' independence and resilience. This is articulated in the 'Living Well in Staffordshire 2013-2018' document as produced by the Health and Well Being Board and also in the NULBC Health and Well Being Strategy.
3. **Options**
- Option A – that Cabinet support the proposals set out in this report, to endorse the BCF Plan (Appendix A) and delegate the Leader of the Council to agree and sign up to the Plan on behalf of the Council (Recommended)
 - Option B – that Cabinet does not support the proposals in the report, thereby potentially losing the opportunity for NULBC to play an active role in terms of the Plan's current components (and thereby creating a risk around DFG funding) and also the future development of the BCF (Not recommended)
4. **Proposal**
- 4.1 It is proposed Cabinet consider the report and agree to the proposals set out to endorse the attached BCF Plan for Staffordshire.
- 4.2 Cabinet are also asked to delegate the Leader of the Council to agree and sign up to the submission on behalf of the Council.
- 4.3 The report also sets out some of the future issues around the BCF and Cabinet can be reassured that these developments will continue to be monitored closely by the Council.
5. **Reasons for Preferred Solution**
- 5.1 The BCF is a key part of the delivery of a wider preventative agenda across Staffordshire and, as such, ties in closely with the approach set out in the NULBC Health and Well Being Strategy. The BCF also allows for future development of opportunities for NULBC to play a key role in delivering health improvements and also easing the pressure on resources through the delivery of a number of its key services. The Plan also sets out the position currently with regard to DFG.
6. **Outcomes Linked to Sustainable Community Strategy and Corporate Priorities**
- 6.1 The Strategy has potential to help deliver key outcomes across all the priorities of the Borough Council.
7. **Legal and Statutory Implications**
- 7.1 NULBC is a party to the BCF Plan and is asked to sign the document to agree to its contents and ambitions. Future work will be required about the role of the Council in relation to s75 Agreements as part of the NHS Act.

8. **Equality Impact Assessment**

- 8.1 An Equality Impact Assessment will be developed, especially around the future of DFGs and also the potential for future NULBC input into the BCF. Any service redesign that may come about due to changes to DFGs or a focus on more preventative approaches would need to be subject to equality analysis.

9. **Financial and Resource Implications**

- 9.1 Under current arrangements, DFGs are funded through a combination of government grant received from DCLG and in house capital resources.
- 9.2 The 2014/15 budget for DFGs is £864,000, of which £514,000 is to be funded from external grant and £350,000 from Borough Council resources (New Homes Bonus). This is committed and demand for DFGs may be increasing as a consequence of demographic change.
- 9.3 From April 2015, funding for DFGs will be in part routed via the BCF. The amount allocated from the BCF for DFGs will be £654,000 to which the Council may decide to add further funds from the Housing Capital Programme, as it has done in previous years, should demand warrant this.
- 9.4 Given that district/borough councils will continue to have a statutory duty to deliver DFGs, it will be important that the DFG funding continues to be allocated to local housing authorities.
- 9.5 Special conditions will be added to the Conditions of Grant Usage (s31 of the Local Government Act 2003) which stipulate that upper tier local authorities/CCGs must ensure they cascade the DFG allocation to district/borough council level in a timely manner which can be spent within a year.
- 9.6 Having said that, there are no guarantees about the future level of funding that government makes available for DFGs. This report, therefore, requests that a review of the position regarding DFGs in Staffordshire is undertaken during 2015/16 and that this is done prior to any further sign off by councils such as NULBC. To this end, NULBC is proposing to sign up to the BCF up until the end of 2015/16 in the first instance.
- 9.7 Only government grant contribution to DFGs will be included in the BCF Plan, and the Plan makes no reference to or assumptions about the capital spend on DFGs which is funded by the in-house resources of each district/borough council. It is recognised that capital funding is under pressure and that the NULBC Housing Capital Programme is reviewed and revised annually.

10. **Major Risks**

- 10.1 The major risks within the proposal include: -

- Funding for DFGs reduce whilst the statutory duty is maintained – this position needs to be reviewed during 2015/16 as set out in this report
- Demand for DFGs continues to increase without commensurate increases in funding
- The future opportunities for NULBC and other districts/boroughs are not realised
- The expected outcomes and outputs from this work are not realised, including reductions in acute spend

Risk profiles have been developed for each of these risks, including control measures.

11. **Sustainability and Climate Change Implications**
 11.1 Current levels of spending on health and social care are unsustainable and require a radical shift in investment to keep people living safely in their home as long as possible and ensure continued delivery of acute services to those really in need.
12. **Key Decision Information**
 12.1 This item is included in the Forward Plan
13. **Earlier Cabinet/Committee Resolutions**
 None
14. **List of Appendices**
 Appendix A – Staffordshire Better Care Fund (First Draft Submission)
15. **Background Papers**
 15.1 Held in the Business Improvement, Central Services and Partnerships offices and including Health & Well Being agendas; background papers on integrated commissioning and the Joint Strategic Needs Assessment (JSNA)
16. **Management Sign-Off**
Each of the designated boxes need to be signed off and dated before going to Executive Director/Corporate Service Manager for sign off.

	Signed	Dated
Financial Implications Discussed and Agreed <i>Lead Officer – Dave Roberts</i>		
Risk Implications Discussed and Agreed <i>Lead Officer – Mark Bailey</i>		
Legal Implications Discussed and Agreed <i>Lead Officer – Mark Bailey</i>		
Equalities Implications Discussed and Agreed <i>Lead Officer – Mark Bailey</i>		
Sustainability and Climate Change Implications Discussed and Agreed <i>Lead Officer – Mike O'Connor</i>		
Report Agreed by: Executive Director/ Head of Service		

This page is intentionally left blank

Staffordshire Better Care Fund

Introduction

This document has been developed by the partners to the Staffordshire Health and Wellbeing Board.

It represents a response to the opportunities and challenges presented by the Better Care Fund. Since submission of the draft document on 14th February 2014, work has progressed and this will be evident in this update.

Staffordshire has been identified as one of the eleven 'financially challenged' health economies - this is clear evidence that we are facing a steep challenge with a compelling and urgent case for change. The Health and Wellbeing Board recognised these pressures some time ago and the changes required have been clearly documented in the Health and Wellbeing strategy.

The pooling of budgets with partners through the Better Care Fund affords an unparalleled opportunity to build on the progress we have made in focussing on prevention, early intervention and integrated care in the community.

The challenge that lies ahead is more than purely a financial one. It is about partners working together, changing behaviours and maximising the use of the public sector purse to deliver both greater community-based care and a wider health economy which is safe, strong and sustainable for the people of Staffordshire.

The Better Care Fund planning continues to be a work-in-progress which aligns locally with plans for a wider-scale integrated commissioning and NHS 2 and 5 year plans. As we develop more detailed work plans and align our commissioning to meet agreed targets and population outcomes, we will continue to work through ongoing consultation with key stakeholders including our citizens, voluntary and community sector, primary, acute and community health providers, and our social service teams.

Initial modelling work has been carried out using available LGA and NHS toolkits, these can provide a focus for further investigation into opportunities locally which may not yet have been considered. Plans for more detailed modelling based on local circumstances are in hand. It is recognised that the BCF and integrated commissioning work will evolve and change as we develop more detailed plans for individual schemes and service delivery areas.

The Better Care Fund has a focus on Older Adults at a national policy level however our local Staffordshire intention is to include mental health, learning disability and equipment services, where pooled or joint arrangements currently exist. This provides us with an opportunity to take full advantage of the good work already done to date in recent years around integrating resources and commissioning activity across these areas.

A number of supporting documents have been included which provide further background detail.

Contents

Staffordshire Better Care Fund	1
Introduction	1
Appendix 1: BCF plan submission template	3
Staffordshire County submission.....	3
1. Plan Details	3
a) Summary of plan	3
b) Authorisation and signoff.....	4
Service provider engagement	7
Patient, service user and public engagement	9
Related Documentation	10
2. Vision and Schemes	11
a) Vision for Health and Care Services	11
a.1 Better Care Fund Schemes	14
a.2 How will we deliver this?	24
a.3 Case studies	27
b) Aims and objectives	29
c) Description of planned changes	31
d) Implications for the acute sector	36
e) Governance	38
3. NATIONAL CONDITIONS	39
a) Protecting social care services	39
b) 7 day services to support discharge	40
c) Data sharing	41
d) Joint assessment and accountable lead professional	42
4. RISKS	45

Appendix 1: BCF plan submission template

Staffordshire County submission

1. Plan Details

a) Summary of plan

Local Authority

Staffordshire County Council
 Cannock Chase District Council
 East Staffordshire Borough Council
 Lichfield District Council
 Newcastle-under-Lyme Borough Council
 South Staffordshire District Council
 Stafford Borough Council
 Staffordshire Moorlands District Council
 Tamworth Borough Council

Clinical Commissioning Groups

Stafford and Surrounds CCG
 Cannock Chase CCG
 East Staffordshire CCG
 South East Staffordshire & Seisdon Peninsula CCG
 North Staffordshire CCG

Boundary Differences

The CCGs together are coterminous with the County Council, subject to the usual differences between resident and registered populations

Date to be agreed at Health and Well-Being Board:

Final sign-off 31st March 2014

Date submitted:

4th April 2014

Minimum required value of BCF pooled budget	2014/15	£16,000,000
	2015/16	£56,108,000

Total proposed value of pooled budget	2014/15	£16,000,000
	2015/16	A minimum of £56,108,000 with likely total pooled budget being in excess of £150,000,000

b) Authorisation and signoff

Signed on behalf of the Clinical Commissioning Group <i>(insert signature here)</i>	Stafford and Surrounds CCG & Cannock Chase CCG
By	<Name of Signatory>
Position	<Job Title>
Date	<date>

Signed on behalf of the Clinical Commissioning Group <i>(insert signature here)</i>	East Staffordshire CCG
By	<Name of Signatory>
Position	<Job Title>
Date	<date>

Signed on behalf of the Clinical Commissioning Group <i>(insert signature here)</i>	South East Staffordshire & Seisdon Peninsula CCG
By	<Name of Signatory>
Position	<Job Title>
Date	<date>

Signed on behalf of the Clinical Commissioning Group <i>(insert signature here)</i>	North Staffordshire CCG
By	<Name of Signatory>

Position	<Job Title>
Date	<date>

Signed on behalf of the Council <i>(insert signature here)</i>	Staffordshire County Council
By	<Name of Signatory>
Position	<Job Title>
Date	<date>

Signed on behalf of the Council <i>(insert signature here)</i>	Cannock Chase District Council
By	<Name of Signatory>
Position	<Job Title>
Date	<date>

Signed on behalf of the Council <i>(insert signature here)</i>	East Staffordshire Borough Council
By	<Name of Signatory>
Position	<Job Title>
Date	<date>

Signed on behalf of the Council <i>(insert signature here)</i>	Lichfield District Council
By	<Name of Signatory>
Position	<Job Title>
Date	<date>

Signed on behalf of the Council <i>(insert signature here)</i>	Newcastle-under-Lyme Borough Council
By	<Name of Signatory>
Position	<Job Title>
Date	<date>

Signed on behalf of the Council <i>(insert signature here)</i>	South Staffordshire District Council
By	<Name of Signatory>
Position	<Job Title>
Date	<date>

Signed on behalf of the Council <i>(insert signature here)</i>	Stafford Borough Council
By	<Name of Signatory>
Position	<Job Title>
Date	<date>

Signed on behalf of the Council <i>(insert signature here)</i>	Staffordshire Moorlands District Council
By	<Name of Signatory>
Position	<Job Title>
Date	<date>

Signed on behalf of the Council <i>(insert signature here)</i>	Tamworth Borough Council
By	<Name of Signatory>

Position	<Job Title>
Date	<date>

Signed on behalf of the Health and Wellbeing Board	Staffordshire Health and Wellbeing Board
By Co- Chair of Health and Wellbeing Board	Johnny McMahon
Date	13 February 2014

Signed on behalf of the Health and Wellbeing Board <i>Robert J Marshall</i>	Staffordshire Health and Wellbeing Board
By Co- Chair of Health and Wellbeing Board	Robbie Marshall
Date	13 February 2014

Service provider engagement

Please describe how health and social care providers have been involved in the development of this plan, and the extent to which they are party to it

Engagement with providers has been, and continues to be, undertaken at a number of different levels.

At the strategic level, the HWB has developed a strategy for provider engagement which addresses the complexity and scale of the provider market across the county, looking not only at the six large NHS Trusts, but also the plethora of small and medium-sized independent and VCS providers across the range of social care and broader services highlighted in the Joint Health & Wellbeing Strategy (JHWS). This builds upon the foundations laid through the engagement process for the JHWS, which included a large event with providers in September 2013.

At the sector level, significant work has been done across specific local health and social care economies and with individual provider cohorts. Examples of this include:

- The Cross Economy Transformation Programme (CETP) work in North Staffordshire, which has been developed since January 2012 in regular and close consultation with providers
- There is a long standing transformation programme in the west of the County, more recently focussed on the Mid Staffordshire NHS FT Trust Special Administrator's input.
- A Health Economy Forum has been operating in the east of the County with the two CCGs, the acute, community and mental health providers and the County Council
- The Intermediate Care/Frail Elderly and Long Term Conditions market engagement activities which took place in December involving South Staffordshire CCGs and the County Council
- The Lifestyles and Mental Wellbeing aspects of the Healthy Tamworth work.

Further details of consultation work can be found in our successful application to become an Integrated Care Pioneer for End of Life Care.

At individual provider level, engagement between commissioners and providers is active and ongoing. The imperative for change is the focal strategic context of these ongoing discussions, and properly modelled and evidenced delivery goals within the transformed service of the future are central to future contractual expectations. Examples include the engagement with University Hospital North Staffordshire (UHNS) as part of the Cross-Economy Transformation work in northern Staffordshire and with Mid-Staffordshire NHS Foundation Trust through the Trust Special Administrator (TSA) process.

District and Borough Councils are active participants in this process and are leading significant engagement with other key providers such as registered social landlords and the voluntary sector.

Ongoing engagement is taking place with providers, in recognition of the significance of their position in the system, the value they can bring, the need for transformational leadership and change, but also of the current structures that exist in parts of the county. It is only through this ongoing engagement that we will be able to transact change and transform the service approach for Staffordshire.

Very recently, the Area Team of NHS England has initiated work on an acute services review across the County, which will give a framework for discussions around the impact of delivering our ambitious strategy. This work will be further informed by coordinated whole systems analysis and strategic planning that will be externally conducted as part of the support that is being offered to Staffordshire due to its designation by NHS England as a 'distressed' health economy. . It is envisaged that significant ongoing engagement will be required to broker agreement on a programme of work and timescales to achieve reduced non-elective admissions and other reductions in activity in the acute sector.

A large proportion of the delivery of the Better Care Fund plan relies on a handful of large provider trusts with which engagement (led by the H&WBB) is taking place as set out above. However, the delivery of residential, nursing and domiciliary care, as well as voluntary sector support, carers support, housing and other areas of social care and support, is sourced from a diverse market with numerous smaller local provider organisations. For these sectors, there are a number of umbrella groups, which are providing the conduit for engagement.

Discussions are taking place through Health Education West Midlands (HEWM), the Local Education and Training Board and Council (LETB/LETC), to address issues of workforce development required by the forthcoming Care Act, the JHWS and our local BCF plans.

Patient, service user and public engagement

Please describe how patients, services users and the public have been involved in the development of this plan, and the extent to which they are party to it

As the recent report of the Francis Inquiry makes clear, the voice of the local population must be at the heart of our debates, just as our communities must be at the centre of everything we do.

The experience at Stafford Hospital is especially powerful in this respect and we are united in our commitment to ensure that we avoid such failures in care affecting Staffordshire's people ever again.

In order to strengthen the voice of people who use services, in 2012 we established a new organisation called Engaging Communities Staffordshire (ECS).

Building on the experience and expertise of the Local Involvement Network (LINK), ECS goes beyond the remit for HealthWatch to become a centre of expertise and knowledge about the people of Staffordshire. It has a key role as an independent organisation to collate and challenge all the available information about how people experience health and social care services, undertaking new research where necessary and drawing on this to present a clear and persuasive contribution to the debate.

Through its full membership of the Health and Wellbeing Board as the provider of Staffordshire's HealthWatch, ECS provides a powerful connection with the people of Staffordshire, ensuring that their voice is heard at every stage.

There is a raft of communication mechanisms in place locally that complement the countywide work of HealthWatch, in particular scrutiny through District and Borough Councils and the formal engagement activity undertaken during the summer of 2013 regarding the JHWS. This involved a significant number of members of the public and gathered clear evidence of support for the direction of travel set out in the JHWS.

Public, patient and service user engagement is also embedded in the process which is taking place to co-design service specifications for re-procurement of key integrated service delivery areas of Long Term Conditions and Intermediate Care/reablement.

The Transforming Cancer and End of Life Programme has embedded a structure of co-production with the local population. The programme has employed three non-executive board members who have full voting rights at board level and throughout the procurement process. They have worked with the programme team to lead and implement a structured patient engagement process and all outcomes and aspirations for the programme are based on experience from the local population.

Within learning disabilities, extensive engagement has been undertaken in developing the Living My Life My Way strategy through involving families and people with learning disabilities in shaping the direction of travel. Over 250 people have been involved in the consultation process to improve access to mainstream health services for people with learning disabilities.

Health Watch has identified Carers Engagement as one of their key priority areas. HealthWatch has agreed to chair the newly established 'Staffordshire Carers Partnership' as an independent chair.

Related Documentation

Please include information/links to any related documents such as the full project plan for the scheme, and documents related to each national condition

The following list is a current synopsis of some of the key source documents that have informed this submission, together with a brief synopsis of each.

Ref.	Document	Synopsis & links
Doc1	"Living Well in Staffordshire" Health and Wellbeing Strategy 2013-2018	The Health and Wellbeing Strategy sets out the priorities and activities which the Health and Wellbeing Board will be pursuing between 2013-2018 across Staffordshire County Council and 5 CCGs.
Doc2	"Seven day services Transformational Improvement Programme"	Detailed planning document covering Northern Staffordshire with regard to implementation of 7-day services in the area. A similar plan is being developed for Southern Staffordshire.
Doc3	"Transforming cancer and end of life care", Pioneer Application, June 2013	Successful joint application between Macmillan, Staffordshire CCGs and the County Council, in partnership with patients and carers to develop a Principal Provider model for end of life care across Staffordshire, to help people achieve their desired place of care and type of support when faced with cancer, or at the end of their lives. Including innovative approach to integration through use of Principal Provider who has responsibility for patient and carer experience throughout the care pathway, requiring collaboration with Public Health, NHS, CCGs and LA; working with patients to co-design outcomes; using outcomes-based specifications.
Doc4	Stoke Health and Wellbeing Strategy	Stoke on Trent Health and Wellbeing Strategy http://www.moderngov.stoke.gov.uk/mgConvert2PDF.aspx?ID=52269
Doc5	Living My Life My Way	Strategy for Disabled People in Staffordshire 2013-2018
Doc6	Service Development Plan for Learning Disabilities	Service Plan for Specialist Health Adult Learning Disability Services, 2013 2016
Doc7	Metrics	Document setting out in more detail metrics and targets set
Doc8	Schemes	Spreadsheet showing schemes planned, current activity falling into each scheme, and Finance and Commissioning lead for

		each scheme
Doc9	Digital health strategy for Staffordshire	Pan-Staffordshire (including Stoke-on-Trent) strategy for digital health, telehealth and assistive technology

2. Vision and Schemes

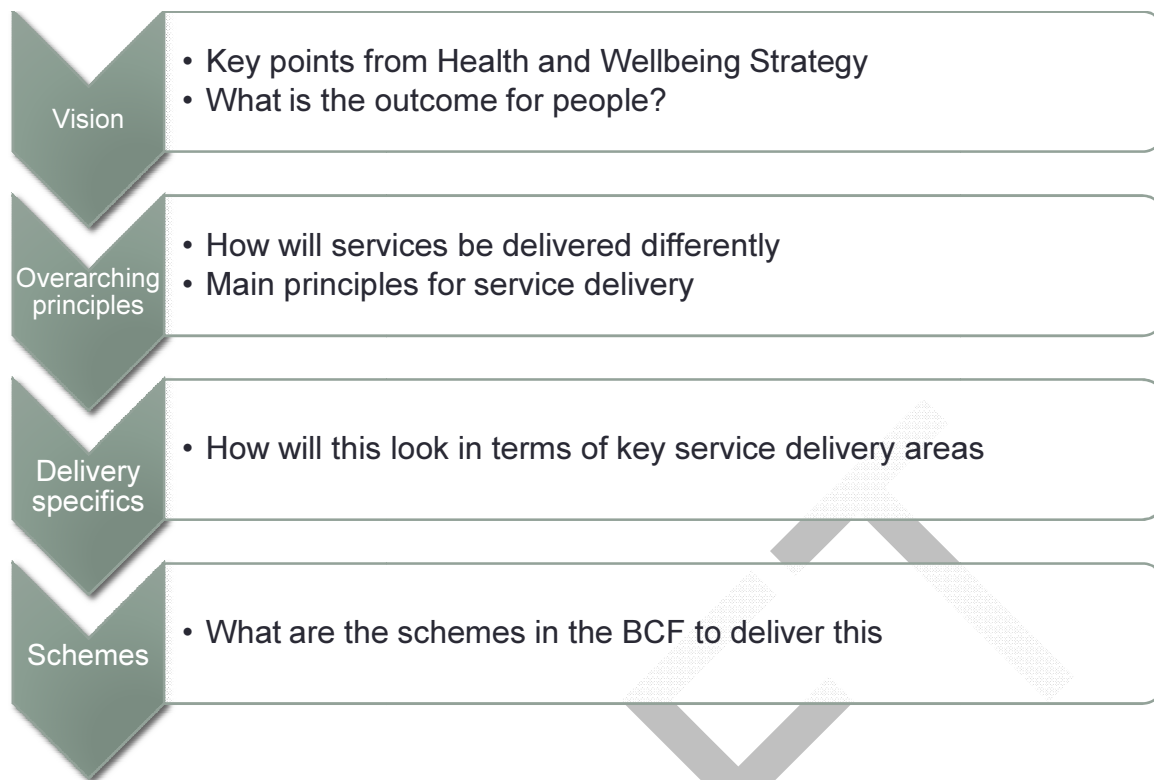
a) Vision for Health and Care Services

Please describe the vision for health and social care services for this community for 2018/19. - What changes will have been delivered in the pattern and configuration of services over the next five years? - What difference will this make to patient and service user outcomes?

The vision for the health, social care and associated services of the future for Staffordshire are set out in the Health and Wellbeing Strategy (Doc2) "Living Well in Staffordshire" 2013-18. At the basis of the strategy is an emphasis on preventative approaches which reduce dependency on the NHS and social care by preventing crises, and which increase people's resilience and independence: ambitions that have been consistently expressed in processes of engagement conducted with those that use services. Continuing as we are is not an option, with a predicted funding gap (by 2018) of £292m in Staffordshire if nothing were to change. It is estimated that preventative health and care services delivered in the community save £4 for every £1 spent.

Activity will focus on community and preventative services reducing the level of activity and the impact of costs on acute and NHS services and on ongoing social care services, such as residential care.

The vision is being delivered through an overarching set of principles, which is relayed into different approaches to service delivery for different delivery areas set out below, resulting in the main schemes which form part of this Better Care Fund plan, the links are indicated below:



Vision

The vision for people in Staffordshire is set out in the Joint Health and Wellbeing Strategy:

Living safe and well in my own home

I will live in my own home and remain part of my local community as long as possible. I will be able to access support solutions that are built around my ongoing home life and independence, taking account of my housing needs. I feel safe in my local community and my community is supportive of everyone, especially those who are most vulnerable.

Living my life my way, with help when I need it

I will have control over my own life and be able to make choices about what happens to me. Information, advice and guidance will be readily available to me and will help me draw on the support I need. If I am particularly vulnerable, local services will be aware of this and will offer me targeted support early, to help me manage my situation well.

Treating me as an individual with fairness and respect

I will be treated as an individual, with respect, dignity and fairness, and as an expert in my own experience. I will receive support to a high standard and I will be able to feed my views easily to the Health and Wellbeing Board and to services, and my views will be listened to and acted on.

Making best use of taxpayers' money

I will be confident that public money is being spent well, and that I get quality, and value for money services locally, whether the services I receive are provided by the NHS, the Council or private and voluntary sector organisations.

Overarching principles

This vision will be delivered in consideration of the following overarching principles:

- There will be greater emphasis on preventing ill health and promoting independence in the provision of all NHS, social care and other associated services.
- Better-coordinated treatment, care and support will be available for people in the place which is right for them, with an emphasis on keeping people in their communities, and delivering care and support where appropriate in peoples' homes.
- The delivery of community-based services will centre on General Practice, which will be the focal point of coordination and support.
- The local health, social care and housing economy will develop comprehensive generalist community-based care and support for people with frailty, complex needs and/or long term physical and mental health conditions, complemented by specialist input as required. Central to this will be robust, flexible domiciliary care capacity.
- Community-based services will be built upon, and will privilege the further development of the range of underpinning community assets fundamental to a healthy society.
- A significant amount of resource presently committed to non-elective urgent care services in the acute sector will shift to fund this community-based activity.
- Increasingly sophisticated processes of commissioning will be employed to incentivise community-based care and support, and to ensure joined up delivery of pathway-based services.
- People will be supported to take control of their health and wellbeing, and of the services that support them.
- Services will be commissioned where possible for outcomes rather than activity-based targets

This requires a major shift of resources from acute and secondary care, to community and primary services, including preventative approaches. Over the next five years we expect to see significant progress on this vision, with some schemes being developed at present, and more to be developed over the coming period, in collaboration with acute services locally.

Underpinning all of the principles is the concept of 'parity of esteem'. Parity of esteem relates to all services, but there is a particular issue around inequalities for people with mental health problems. Much of the investment for mental health is in the BCF and this will be expanded as we move to implement a joint strategy to transform mental health services. A decision has been made to fully integrate mental health commissioning in Staffordshire. Not only does the investment through BCF not constitute a risk to mental health services, it offers a positive opportunity to incorporate the implementation of a recovery based model, and an shift in investment from specialist to generalist services, equivalent to that described above.

Work is already well underway in Staffordshire (aligned with strategic partners in Stoke-on-Trent) to address the above-noted issues in the context of the following areas of activity. These are the schemes which form the basis of this Better Care Fund submission.

1. Frailty/complex needs, long term physical and organic Mental Health
2. Support to live at home
3. Carers
4. Mental Health (not incl. dementia)
5. Learning Disabilities
6. End of Life Care/Cancer

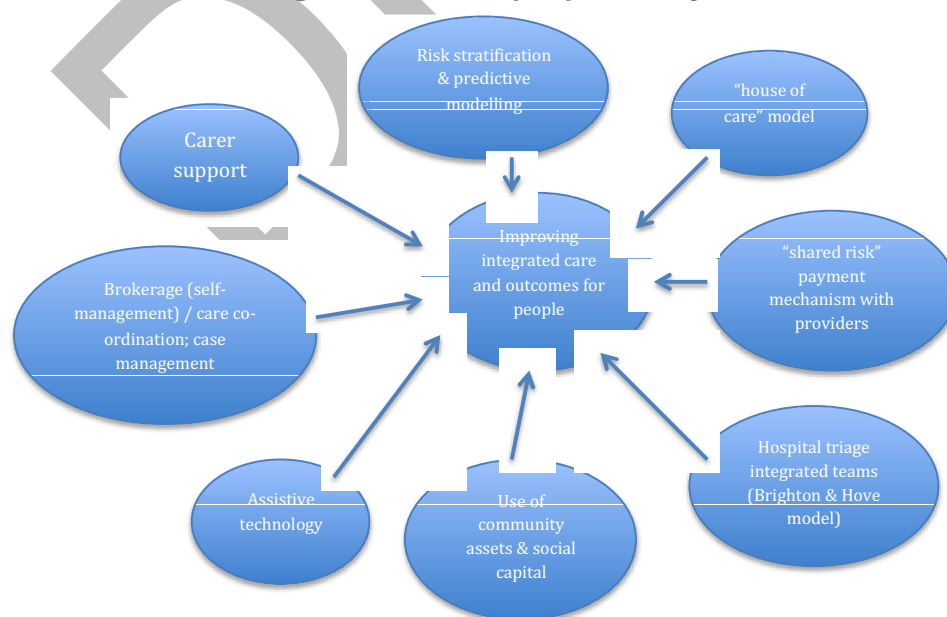
a.1 Better Care Fund Schemes

In practice the vision and overarching principles will translate into different approaches for different service delivery areas.

These approaches will need to be combined with the development of an approach to demand management and the changing of public behaviours which will centre on the development of a service offer that is preferable to the public, easier for them to understand and use. In Staffordshire, it is clear that this is a problem of service design and availability, and that the solution lies with those that commission and deliver services. The Brighton & Hove model is being explored in this context, although other approaches will also be considered.

We will also need to develop different solutions for different geographical areas, based on the risk profiles and local population needs of those areas. For this reason, as will be seen to some extent in this submission, variants on approaches are being developed for different localities within Staffordshire.

Enablers to achieving outcomes for people locally



a.1.1 Frailty/complex needs/long term physical and organic mental health conditions

The majority of users of NHS and social care services are older people, many experiencing frailty, often with complex needs and multiple long-term conditions. Present service configurations and their focus on specific health conditions do not always serve these people well, and they can become stuck in high-level services for want of a more coordinated approach to addressing their needs. Often, the experience of services for this cohort of users can be negative and disempowering. However, acute sector services do offer a level of safety and certainty to people with complex needs who are in crisis. If people of this cohort are to be properly supported in the community, the same level of support needs to be available there

There are a number of elements which make up the vision for these patient/service user groups, in order to improve the support available in the community. These include the following:

A revised approach to **intermediate care / re-ablement / rehabilitation**. The Clinical Commissioning Groups and the County Council are co-designing and developing an Intermediate Care provision which acts to support patients in times of exacerbation and/or crisis. This support will be delivered either in the patient's own home or in a suitable bed based unit for a short period of reablement.

This approach aims to empower patients, families and carers to self-manage to prevent crisis, it aims to improve the experience of timely hospital discharge and improve after care support to enable people to recover and live life to the full.

This work is being developed across a number of the partners within the BCF membership with the intention of a newly commissioned service being in place by April 2015.

Similarly, a revised approach is in development for people with **Long Term Conditions**. An innovative outcome-based service specification (co-produced with service users) is in development. Exploration of new ways of commissioning and delivering this ground-breaking long term conditions service is underway. A new model of LTC management will provide high quality clinical and social care interventions to empower patients, carers and families to maximise independent living. It will provide individual choice and control, actively support individuals to maintain optimal levels of functioning, self-care, adopt healthier lifestyles, adapt to disease progression and manage any decline in health/ independence.

Drawing on the Kaiser Permanente triangular model of care, the LTC service will incorporate the following elements:

- risk profiling
- individual care plans where the patient contributes and takes ownership of their goals

- integrated teams including multidisciplinary and multi-agency (health, social care and voluntary sector) management
- delivery of ongoing patient education and behaviour change programmes
- case management
- remote monitoring
- self-management tools including the use of health coaching and telehealth technologies
- proactive planned care
- personal health budgets/ Direct Payments
- rigid quality criteria (ref Francis report)

This will require significant development of a range of service user-inspired options to provide the required solutions. Service users and their carers will be supported by effective communication technologies (assistive technology, self monitoring, remote monitoring etc) to enable them to maintain maximum control of their care and independence in their lives.

Varying approaches to **Primary Care-led Services (Integrated Locality Teams)** are being developed across Staffordshire. These Primary Care-led Services based around GPs will offer not only an assessment and diagnosis for the patient, but will support the patient with the management of their long term condition/s through to their end of life.

These services will manage patients where ever they live, including within care homes and be responsible for undertaking risk stratification of their vulnerable patient population and pro-active case management. These services will aim to increase patient and carer satisfaction and help reduce admissions to emergency services including readmissions.

This model is the Clinical Commissioning Groups' and County Councils opportunity to deliver an integrated and seamless service wrapped around the patient, ensuring that they only have to tell their story once and are supported by a range of highly skilled professionals who put the needs of the patient at the centre, rather than solely considering the person in the context of their diagnosed condition.

The exact service make-up differs from area to area, depending on the key needs of the local populations, but broadly speaking will incorporate a range of services including, medical, nursing support, practice pharmacy, social care, end of life specialists and Allied Health Professionals. This will be a system wide and complex programme of change which will take a number of months to define, commission and deliver.

Domiciliary care

Provision currently does not adequately meet local needs. Provision is fragmented and does not support easy and quick hospital discharge processes, creating system blockages. A radical overhaul of domiciliary care provision will take place under the Better Care Fund to deliver home and community support which is more closely integrated with health, and more flexible and responsive. The model being considered is based on the work of Wiltshire, and the Royal Borough of Windsor and Maidenhead, and will be commissioning for individual outcomes, rather than using a time and task-based model. The design of provision harnesses the use of community assets and social capital to deliver improved outcomes for

individuals through encouraging self-reliance and improvement, working in partnership with health. Improving medication management will be explored as a part of this redesigned service, linking with GP multi-disciplinary teams and the Digital Technology programme.

Personal Health Budgets

These have been piloted nationally. The results are impressive, with an average of £169 savings from the Greater East Midlands CSU pilot per person per week (and greater savings elsewhere), and a better quality of life for those people who transfer to PHB's. Focusing on Continuing Healthcare patients (approx. 2,000 in Staffordshire), the pilot is aiming to become mainstreamed in 2014/15, with a staged implementation of up to 50 cases transferring, increasing to larger numbers in 2015/16. Year one will also focus on capturing other savings benefits, such as a reduced number of admissions to hospital, and of GP visits. The potential savings for Staffordshire are significant, estimated as being c.£17m savings if all CHC patients were to transfer to PHBs.

The right for people eligible for Continuing Healthcare and with Long Term Conditions to ask for and receive Personal Health Budgets is being strengthened over the coming year.

Staffordshire's work on Personal Health Budgets reflects the importance attached to delivering personalised services throughout all service delivery; most significantly in social care services.

a.1.2 Support to live at home

The Support to live at home scheme will include integrated prevention work (including falls prevention), digital technology (including medication management), housing, adaptations and community equipment.

Integrated Prevention

Staffordshire County Council, CCGs and District/Borough councils all provide different forms of grants to local organisations. It is anticipated that there is approximately £1 million currently available.

The desired outcomes for these grants include increase in physical activity levels, improved nutrition, improved sexual health, reduction in harm from alcohol, improved mental wellbeing (reduction in social isolation) and increase in self-care. These outcomes are important across the lifecourse.

There are various projects in process to review how these grants are delivered and what outcomes they aim to achieve. We are starting a project to propose how these funding sources can be integrated and a single approach to delivery adopted. Key principles behind this project are:

- Decision making shall be delegated to the district/locality partnerships. District/locality partnerships will include representation from Staffordshire County Council, the relevant CCG, the district/borough council and other relevant partners. The terms of reference for the district/locality partnerships will be formal line of sight to both the district/locality Local Strategic Partnership and the countywide Health and Wellbeing Board.

- Funding should be distributed between the districts/localities based on need. The formula for this distribution will depend on the specific outcomes that the funding is intended for.
- Funding decisions should be based on addressing local need, utilising local assets and contributing towards the Joint Health and Wellbeing Strategy.

The projects funded by the Better Care Fund will contribute to preventing demand for the other priority areas identified through this Better Care Fund process. For example:

- Physical activity for older adults (particularly activity that promotes lower limb strength and balance) contributes to preventing falls.
- Interventions to support mental wellbeing in older adults (particularly those that promote opportunities to connect) will reduce social isolation and develop a wider community support network. This is important both for frail elderly and for carers.
- Interventions to support mental wellbeing can support recovery and independent living in people with mental health problems and learning disabilities.

The value of the integrated prevention fund at present is not sufficient to deliver prevention interventions on the scale that is necessary to have the desired impact. However, one of the principles behind the implementation of the Better Care Fund in Staffordshire is that the success of integrated commissioning targeting high need members of the population will release resources to increase the value of the integrated prevention fund over time.

Major housing adaptations (Disability Facilities Grant)

The Disabled Facilities Grant (DFG) is a mandatory means tested grant funded by the government and administered by District Councils in order to help people who have been assessed as needing major adaptations to their property because of their disability, so that they can lead healthy, independent lives at home.

Grants cover 'simple' large scale equipment such as stair lifts and hoists, and 'complex' adaptations involving surveyor/architectural drawings e.g. level access showers, ramping, or extensions.

DFGs provide a number of benefits which include the following.

- Provision of inclusive and supportive home living environment which promotes management of chronic illness and disability where possible and promotes ongoing potential for rehabilitation and improvement.
- Improved daily living skills and independence
- Potential to reduce care packages as independent living skills are enabled by home environments
- Promotion of quality of end of life care which can be enabled by adaptation/equipment and associated benefits to clients/families
- Reduction in 'revolving door' referrals into services as needs are more independently managed at home

Ultimately the grant is one of the key services through which independence and wellbeing is promoted and maintained, reducing pressure on acute and community based services and delivering improved outcomes for customers. Similarly to integrated equipment services, the speed and efficiency of adaptation through DFGs is crucial.

The County Council has signed a participation agreement with all 8 District Councils to work together on improving the delivery of DFGs. A new county-wide Home Improvement Agency contract will commence in July 2014 to deliver a more efficient and consistent service, focussed on delivering outcomes for each service user.

Further joint working is planned for 2014/15 to adopt a county-wide adaptations policy, improve joint working, develop protocols with housing providers and make better use of properties that have already been adapted. The outcomes will be:

- Appropriate adaptations delivered in a timely manner
- Demand for adaptations moderated by better use of existing housing stock
- More people able to live independently in their own home leading to reductions in domiciliary care and care-home admissions.

For 15/16 the DFG allocation will be cascaded to district councils in a timely manner such that it can be spent within a year to ensure consistency of service and delivery across Staffordshire.

FlexiCare Housing

The model and philosophy of FlexiCare Housing is of an environment where residents own or rent their properties, and are able to access on-site care and support over a 24 hour period as they require it. FlexiCare Housing is not residential or nursing care, but it does allow a person with high-level care needs to maintain their living situation in the community. The philosophy supports a model of increasing independence and choice and by creating a mixed demographic of care (that is, a range of dependency levels), attempts to nurture an inclusive, supportive community amongst the people who live there.

Staffordshire currently has fourteen schemes which are labelled as FlexiCare Housing with six more currently in development, which in total will give 1,325 units housing around 2,000 older people.

Ten further localities have been identified for future developments over the period 2015-2018 based on mapping of care needs. A tender for a framework of providers will be completed by April 2014 with, with new schemes set to start on site from April 2015. Consultants have been engaged to identify further sites outside the ownership of the County Council. The intention is to commission a minimum of ten new schemes, with the potential to accelerate delivery if further sites become available.

Plans are in place and being implemented to deliver a consistent vision and model of care across all FlexiCare schemes – based on an integrated service developed in consultation with residents, where people with care-needs have choice and control over how their needs are met. The housing provider will be responsible for providing/facilitating all services on site as part of a turn-key solution, replacing the current artificial split between care, support and housing.

Along with other forms of specialist housing for older people, FlexiCare housing is generally seen to deliver a number of beneficial outcomes. There is emerging evidence to suggest that it can make a considerable improvements in the health and wellbeing of residents, as well as achieving care efficiencies, pre-empting and preventing hospitalisation and where admission is unavoidable reducing the duration of an individual's stay in hospital.

The provision of new FlexiCare and the remodelling and re-provision of existing schemes will deliver benefits to customers and to health and social care partners achieved through a reduction in demand on acute and long term residential and nursing care.

Community equipment

Staffordshire and Stoke-on-Trent have set up a joint commissioning partnership for the delivery of an integrated community equipment service (ICES). An effective community equipment service is an essential element of any system of care and support, and through the consolidation of commissioning power the intention is that this arrangement will deliver both cost benefits through economies of scale, and also improve the speed and efficiency of the service. This will have positive benefits for those that use the service.

From 2015/16, the ICES will be funded through the Better Care Fund.

Delivering Digital Technology at Scale

Staffordshire has a proven track record in developing groundbreaking technological innovations and complementary service approaches to make the most of the support and stability that can be gained from astute use of assistive technology solutions. This will continue to be prioritised, and embedded in the strategic thinking that underpins the work of the Better Care Fund. Staffordshire has recently formed the Staffordshire Digital Programme Board to support implementation of Technology Enabled Care Services (TECS) (previously known as 3MillionLives).

Each stakeholder cannot plan or deliver TECS without considering the implications upon others, in terms of what is possible and what staff and service users want and need.

We are all agreed that as technology becomes increasingly available, the challenge is to secure the necessary evidence to support particular technology for specific groups, whether that be staff or service users.

There is acknowledgement that IM&T infrastructure is a given. Partners in Staffordshire will work together to ensure interoperability, connectivity and sharing of data for the greater good of staff and patients.

a.1.3 Carers

Carers are the largest providers of care and support in the UK, providing £119bn of care per year. There is strong evidence to suggest that effective integrated commissioning for improved outcomes for carers can have significant impacts on health and social care services. Staffordshire aims to improve outcomes for carers through the development of a co-produced service re-design for delivery from April 2015. Improved outcomes for carers in Staffordshire will be driven through the 'Staffordshire Carers Partnership' which aims to provide governance, strategic direction, meaningful engagement and co-production with stakeholders including carers, providers, social care and health.

Staffordshire will shape a future where the contributions carers make is recognised and supported, a place where carers will be treated as 'Expert Care Partners'.

By April 2015 we will be working towards increased early identification of carers across the county, we will be providing a range of information, advice and guidance for carers, and we shall be supporting carers to take a break and receive support to access emotional support.

Working with practices we shall be identifying and supporting carers to recognise the importance of their own health, which is often forgotten when caring for another, and Carers will be supported with return to work pathways and will have equal access to services.

We recognise that early identification, provision of information advice and guidance and support for carers is key in terms of the prevention agenda for the health and wellbeing of both carers and the person they care for. There is evidence to suggest that the commissioning of information and advice services, breaks and emotional support for carers can reduce overall spending on care and their need to access mental health services. Effective integrated commissioning for carers can therefore have a significant impact on financial savings for health and social care and will: reduce admissions to hospital and residential care; reduce the costs of delays in transfers of care; reduce carers' need to access primary care as a result of their caring role and reduce overall spending on care. Evidence to support integrated commissioning for carers has identified that admission or readmission to hospital by a person with a long-term condition can be an indication that the carer is no longer able to care, often due to the strain of caring causing physical or mental ill health, or that discharge planning is poor and the carers is not involved as an expert partner in care.

Key outcomes identified for carers in Staffordshire include improved health and wellbeing through increased access to information and support and opportunities to have a break from the caring role, these services will be provided through the re-design of services which is currently taking place.

a.1.4 Mental Health (excluding dementia)

As noted above, the concept of 'parity of esteem', especially for those with issues of mental ill-health, underpins all of the work towards this Better Care Fund submission for Staffordshire. The partners in Staffordshire recognise that the disjoint between 'mainstream' health and social care services and 'specialist' services that support people with mental health needs is a major and increasing problem, especially when considering the growing cohort of people with multiple long term conditions requiring coordinated and coherent community-based support. The inclusion of specialist mental health activity and the development of generic mental health capability in all services will be a key priority of this developing agenda for integration.

There has been a gradual shift over time in clinical delivery of mental health care, in that there has been a move from delivering mental health care in acute care settings to delivering care in the community. The clinical case for this is well researched and has led to a reduction in the number of admissions and the length of stay of people admitted. However, there is a significant and increasing proportion of individuals with complex and multiple needs now being supported within the community that requires packages of care to support them to remain there and avoid the need for contact with acute care settings.

As commissioners, we are committed to leading the health and social care agenda to ensure that local people with mental health problems have the opportunity to prosper, be healthy and happy.

We will be building on the benefits of integrating care not only across the boundaries of health and social care but taking into account the growing support for better integrated healthcare. Achieving parity between mental health, physical health and social care is an essential feature of our intentions going forward as part of a system that expects to reduce inequality and provide the best possible support to individuals.

We have set out our intention to work with all of our providers to deliver a model of care provision that closes the gaps between services, we intend to work in a more integrated way to remodel existing support with a greater focus on early intervention, service integration, personalisation and recovery, seeing recovery as a journey rather than a destination – this will require new and innovative ways of working to deliver the outcomes we have identified.

We are fully engaged with local providers in the discussion around services taking a problem solving, rather than a criteria led approach.

We are now setting out our agenda with other public services including those within the wider areas of the Local Authority, as well as with the Police and other public services, to ensure that mental health is embedded in everyone's agenda. We will have a specific goal around eliminating the detention of people subject to a section 136 being detained in police custody.

a.1.5 Learning Disabilities

The commissioning of learning disability services has been reappraised in consideration of the findings of the National Development Team for inclusion (NDTi), commissioned in 2011 by NHS and local government commissioners for Stoke-on-Trent and Staffordshire to review specialist Adult Learning Disability health services across the two areas, and the DH review of the Winterbourne View Hospital in December 2012. The intention is that, as a product of these reviews, learning disabilities services will be commissioned in partnership on a Staffordshire and Stoke on Trent basis.

The main priorities of this joint commissioning approach adhere to the strategic principles outlined above, but in addition by 2015/16, the approach to both specialised and generalist support for people with learning disabilities and complex needs will privilege inclusion, the enabling of the full rights of citizenship, and parity of treatment of people with learning disabilities in mainstream NHS, social care and associated services.

Through this integrated commissioning approach and the use of the Better Care Fund mechanism, the increasingly integrated delivery of learning disabilities services will benefit from more sophisticated and outcome based specifications, more rigorous monitoring of delivery, and vastly improved outcomes for people with learning disabilities. Working in a collaborative and integrated manner allows us to provide a whole system approach and the most effective pathways to support people by offering a seamless service to the individual making the best use of resources in the system.

The strengthening of social services and the increased focus upon personalisation is being further improved by the development of a new 'all ages' assessment and person centred planning service: 'Independent Futures'. The next stages in this programme of work will be closer integration across health and social care.

Based on the aims and objectives of the BCF, Learning Disabilities should be included as a priority for Phase 2. In line with the national models regarding Local Authority leads for learning disabilities, Staffordshire County Council (as agreed by the Health and Wellbeing Board) shall be the host for the integrated commissioning of Learning Disabilities services. Further discussion and decision will be needed around the delegated powers of the pooled budget manager in relation to Learning Disabilities.

The respective parties are keen to include in the BCF as a starting point all the Learning Disabilities Health related budgets, this amounts to just under £16m per year across the North and South of the County. Further discussion and agreement is needed in respect of the County Council Adult Social Care budget for Learning Disability which amounts to around £80m.

A due diligence exercise will need to be completed in respect of the health related budgets. This validation exercise needs to include (without limitation) agreed definitive costs, contracts included, services involved and numbers attached to each budget. It is imperative that such validation is undertaken and signed off by the appropriate leads within each organisation. In addition, due consideration needs to be made in respect of how arrangements such as Independent Futures (Staffordshire County Council Learning Disabilities Assessment and Care Management teams) fit into such an integrated arrangement.

There are a number of financial issues that will need to be discussed and agreed between the respective finance arms of the partner organisations once broad agreement has been reached on what is and out of the BCF, this will include issues such as charging policies, etc.

a.1.6 End of Life Care/Cancer

The Staffordshire Transforming Cancer and End of Life Care Programme is one of fourteen national Integration Pioneers. The aim of the Transforming Cancer and End of Life Care Programme is to support NHS and social care commissioners to shift the focus of practice from providers and individual interventions to one that encompasses the whole patient journey, both for cancer care (prevention through to survivorship) and for end of life care (for advanced progressive incurable illness). To achieve this, the CCGs will tender for a prime provider for each pathway (relating to cancer services for four tumour sites initially – lung, breast, bladder and prostate), and one for end of life care who will be held accountable for the whole patient journey and will have all the individual contracts for that journey assigned to it.

There are three core components to the programme.

- Co-designing the best outcome-based integrated health and social care pathways, based on patient/carer need, for end of life care for all long term conditions.
- Changing the way both cancer and end of life care services are commissioned with the move, by April 2015, to prime provider models. It will be up to each prime provider to determine the best pathway, based on outcomes, and appoint thereafter subcontractors to deliver the pathway.
- Supporting the prime provider from 2015-2025 to manage change within the contracts to ensure that outcomes are achieved and that the project becomes self-funding within the

first two years, and innovation and system change are achieved for whole scale integrated working.

This integrated approach will enable the development of care and support that is more qualitative, and that is tailored to the needs and preferences of the people receiving the services. The individual outcomes that people experience will be significantly improved.

a.2 How will we deliver this?

a.2.1 Programme Management

The delivery of whole-system transformational change will only be achieved if a range of coordinated developmental programmes is instituted to ensure that key enablers to service delivery also transform to meet the challenges of the future. Programme management will be employed to this end, and a programme management office set up for the purpose.

The Better Care Fund for Staffordshire is an integral part of the developing CCG-led two-year operational and five-year strategic plans for the county, all of which have their strategic basis in the Joint Health and Wellbeing Strategy. As noted above, the BCF embraces and works to coordinate a range of theme-specific areas of strategic development. A simple and coherent set of plans will be delivered through this coordination, and help to render the complex strategic agendas of the NHS, local authority and key partners more understandable.

Risks on a per scheme basis will be developed during 14/15 as part of the development of individual projects which will sit within each scheme. Agreement has been reached on existing activity (funding) which is being transferred to the BCF, and what activity this will translate to in order to deliver against BCF targets and vision (see BCF doc8). Work remains to clarify – where not already developed – additional/new activity to deliver the BCF vision.

Finance leads and commissioner leads have been agreed for each scheme, and meetings are taking place on a bi-weekly basis to agree detailed financials and commissioning plans.

Further sub-groups have been set up as follows:

- Metrics
- Modelling
- Care Bill
- 7-day working

These groups are being tasked with working up the detail to support the BCF vision, reporting along programme management lines.

2.2 Improved strategic commissioning

Central to this transformational vision is the imperative of joined up and coordinated strategic commissioning. If the NHS, local authorities and other contributors are to continue to provide high quality, safe and effective services to those that need them in the face of the financial and demographic challenges of the future, there will need to be diligent attention paid to the use of resources, the avoidance of duplication, and ensuring that activity properly addresses

defined need. In addition, as noted above, the present arrangement of services does not provide the right kind of support to the growing swathe of people who are living longer with long term conditions, frailty and complex needs.

In order to meet these challenges, strategic commissioning must focus upon whole systems of activity, and adopt methods that will guarantee coherent service delivery. Use of new methods of commissioning (e.g. 'capitated' budgets, prime providers for specific pathways, the encouragement of alliances or consortia of complementary provision, etc.) alongside the reemphasis of the centrality of General Practice in the future model of care, are essential prerequisites of a whole system solution to the issues of the moment.

Commissioning partnerships must be pragmatic, and feature the best membership to address the particular areas of need. In Staffordshire, the Better Care Fund is immediately welcome in the context of the range of activity outlined above. Over the next five years, the BCF will enable more consolidated commissioning of better services and support for people, with consequent improvements in service effectiveness and qualitative outcomes.

a.2.3 Organisational development and the workforce of the future

Pan-Staffordshire cross-economy consideration is required to address the questions of workforce that these challenging new agendas raise. If a significant amount of higher-level planned and non-elective activity is to take place within communities, focussed upon GP practices, then consideration of the competencies required is essential, and reconsideration and redesign of the community workforce is inevitable.

Amongst the existing areas of community activity, General Practice and domiciliary care present some of the starkest workforce challenges. For example, for very different reasons, both areas present major recruitment challenges in some areas of Staffordshire. Any conceivable reimagining of community approaches to care and support will entail reconsideration of the roles and activities of GPs and other health disciplines, domiciliary care and other areas of delivery. This reconsideration must be done 'whole-system', as no single organisation will be able to address the global nature of the challenges.

Partners working on the Staffordshire BCF, in the context of broader system-wide strategic work, will engage the support of the HEWM, the LETB, LETC and Area Team to further this element of the enabling programme.

Whilst consideration of the existing workforce, roles and competencies is essential, it is also necessary to pursue alternative and innovative ways of working in communities in order to fully address the spectrum of individual needs that vulnerable people may present. As service approaches become increasingly preventative, lower-level issues that prevent the exacerbation of situations and recourse to high-level non-elective solutions to need will be routinely addressed as part of joined-up and person-centred case management. This will inevitably entail consideration of work delivered outside standard NHS and social care disciplines, and will require recognition and privileging of existing and new community assets best placed to support people to confidently self-care and retain their independence for longer.

a.2.4 Modelling

Initial work on modelling potential areas for further exploration has taken place, using the Anytown and LGA Value Case examples. These indicate that significant benefits could be

achieved, however, they need to be treated with a high degree of caution as the detail of the value cases against which they are based in a number of cases reflect existing structures and services locally which are already in place.

Specifications have been agreed for future modelling tools to be developed during 14/15 which will enable regular checks against progress and analysis of future service development.

DRAFT

a.3 Case studies

In practice the vision can be shown through individual stories that reflect some of the people in Staffordshire and their needs (the stories profiled are not real people):

Dorothy's story - Frail Elderly

Dorothy is 70 years old and lives at home with her husband David for whom she has been his main carer for over 15 years, following a stroke, which left him paralysed down one side.

Dorothy isn't known to her GP as a Carer, but she often visits her practice, to bring her husband in for regular check-ups and blood tests for his warfarin.

Dorothy struggles to have the time to think about her own health, as she is always busy looking after her husband's care needs, and she rarely gets the chance to have time to herself and do the things she enjoys.

Dorothy is worried about the future and what will happen if she gets ill and is no longer able to care for her husband. Dorothy is diabetic and has to attend regular check-ups at the practice.

There is no plan in place to prepare in case of an emergency and when professionals do visit the house, they can often be brief visits.

But in the new world, it will be a different story to tell.....

Dorothy has been supported throughout her life to make healthy decisions and access services to support those decisions should she need them.

Dorothy is known to her GP as a Carer and is supported in her caring role. She has had a full assessment by her local social worker who has developed a plan to support her continue in her caring role, including ensuring that she has a break every 6-8 weeks when a professional carer comes into the home, and sits with her husband ensuring that he is safe and supported whilst she is able to access her community. Dorothy is a very active member of her local Church and this respite often gives her the time for herself to meet with her friends.

Dorothy is able to monitor her blood pressure at home through a machine and send the results through to her practice for checking. If Dorothy's blood pressure is a concern, her GP is able to make arrangements for her to visit the practice and review her medication.

If Dorothy's health deteriorates she is fully supported by her Integrated Local Care Team based at her practice who are able to put in place the necessary actions to delay or prevent an exacerbation of a condition.

Should Dorothy develop a long term condition, she will be known by her local integrated team who will assess and support Dorothy to remain well for as long as possible. Dorothy is provided with the relevant information to understand and manage this condition, and is part of shared decision making, understands the risks and is supported with decisions. Dorothy

feels like she has choices and is in control. Should her condition deteriorate she has access to specialist care should she require it.

Should Dorothy become acutely unwell she is supported to stay at home, and her care is coordinated by relevant professionals (ie, Nurses, therapists, social workers). Information about Dorothy is held as one central record which can be accessed by a range of professionals including ambulance crews. This will include an Emergency Plan around her husband should Dorothy be admitted into a hospital.

If Dorothy has to be admitted into a hospital she will only need to stay for a short length of time and she is supported to come home as soon as she is medically stable. She is treated with dignity and respect by the staff who care for her and she receives short term intensive support to regain her independence as soon as possible.

Whilst Dorothy is regaining her independence, her husband is assessed by the Integrated Local Care Team who will ensure that both his physical and emotional needs are met.

As Dorothy approaches the end of life she has the time and opportunity to discuss how she feels about this and her wishes. She is supported to die with dignity in a place of her choosing and with the knowledge that her husband will be supported after her death.

Dorothy is empowered to manage the development of any long term condition, she is treated as a 'person' with individual needs and wishes and she is given the confidence that the staff who look after her, care about her.

Sarah's story - Learning Disabilities

Sarah has learning disabilities and is in her mid 40's with a long history of self-injurious behaviour which has led to increasing physical health needs. She originally had a placement in a long stay hospital and then left to move to a private care provider. This was not a good experience and in the late 1980's moved into the NHS 'campus' type accommodation.

Under our new vision, Sarah has moved into a new care provider. She now lives in her own flat with an individual care package for 1:1 support and assistive technology provided. The carers have helped Sarah to learn to cook so she can manage her own meals, and have trained her in using public transport so she can get around by herself. The technology allows her to feel safe cooking for herself (fire & smoke alarms) and accessing public transport (GPS solution), in the knowledge that she can call her carer should she get lost. Sarah is much happier in her own flat, and can choose what she does when, her social network is expanding. Her family are delighted at the change in her independence levels.

b) Aims and objectives

Please describe your overall aims and objectives for integrated care and provide information on how the fund will secure improved outcomes in health and care in your area. Suggested points to cover:

- What are the aims and objectives of your integrated system?
- How will you measure these aims and objectives?
- What measures of health gain will you apply to your population?

As noted in the previous section, the integrated work that will take place under the auspices of the Better Care Fund will adhere to some high-level strategic principles which will determine the way that future services are developed. Some of these pertain directly to existing activity in development, and the success of this activity will be measured in the following ways.

- **There will be greater emphasis on preventing ill health and promoting independence in the provision of all community-based NHS, social care and associated services.**
- **Community-based services will centre on General Practice, which will be the focal point of coordination and support.**
- The ongoing development of the supportive network of NHS, social care and associated services (Integrated Care Teams (ICTs)) will become increasingly preventative in approach, and improved and better-coordinated support will **help people to stay well and independent** for as long as possible.
- ICTs will centre on the **GP Practice**, which will be the focal point of the 'community hub' and co-ordinate the individual's care, working with an extended team of specialist services

By 2015/16, x-number of people using ICTs will report that their wellbeing and experience of care has improved since they were using the service. (Local measure to be established / range of qualitative measures to make up this % from new outcomes framework.)

- **Higher-level and better coordinated treatment, care and support will be available for people in their communities, and delivered where possible in peoples' homes.**
- **There will be comprehensive generalist community-based care and support for people with frailty, complex needs and/or long term physical and mental health conditions, complemented by specialist input as required.**

In Staffordshire, community NHS and social services are provided through an integrated health and social care trust: the Staffordshire and Stoke-on-Trent Partnership NHS Trust (SSOTP). Across Staffordshire, there exists a commitment to support people to live independently in their own homes through the development of Integrated Care Teams (ICTs), which will offer coordinated care and support to people with long term conditions (including dementia), frailty, and complex needs. Whilst these ICTs are at different stages of

development in the separate CCG areas and are named differently, there are many common principles that they share.

- In Staffordshire, we will be **supporting people to live independently in their own homes** through the development of Integrated Care Teams (ICTs), which will offer coordinated care and support to people with long term conditions (including dementia), frailty, and complex needs.
- ICTs will utilise a **risk profiling** tool to identify their practice population most at risk of emergency admissions, and adopt a **case management approach**, through which a named practitioner will take responsibility for coordinating the range of formal and informal services and supports, enabling the individual to lead a healthy and independent life.
- ICTs, in conjunction with improved Intermediate Care services and the increase of community capability, will ensure that people with needs of a higher level of acuity will be supported at home, thus **minimising unnecessary admissions to acute sector and community hospital beds, and into residential and nursing care homes**.

By 2015/16, an estimated 24,000 people across Staffordshire and Stoke on Trent will have an active care plan supported by ICTs.

By 2015/16, there will be a x% reduction in the number of people permanently admitted to residential/nursing homes (indicator subject to change).

By 2015/16, there will have been a sustained low number of delayed discharges from acute sector hospital to the community (indicator subject to change).

- **A significant amount of resource presently committed to non-elective urgent care services in the acute sector will shift to fund this community-based activity.**
- The approach to improving support for people in the community will release a significant volume of presently overcommitted non-elective acute sector activity, thus making it possible to **give people the best support when they need it most**.
- In Staffordshire, the acute sector providers will benefit from a reduction in the volume of non-elective demand, allowing better use of bed capacity for more necessary and cost-effective provision.
- Improved and better coordinated community health and social care provision operating over the seven-day week will sustain **more effective flow through the acute sector, and reduce delays in discharge**.

By 2015/16, 4,760 fewer non-elective admissions will be made to UHNS from the population of North Staffordshire. The equivalent goals for the Southern Staffordshire CCGs and their key acute sector providers is c.2,000 (South CCGs currently benchmark well for emergency admissions).

By 2015/16, there will be a x% increase in the number of people benefiting from rehabilitation / reablement services (indicator subject to change).

- **Increasingly sophisticated processes of commissioning will be employed to incentivise community-based care and support, and to ensure joined up delivery of pathway-based services.**
- Increasingly, commissioners will be working together to produce evidence-based integrated strategies and specifications that will ensure that **providers work better**

together for the people who they serve, and use the available resources to maximum benefit.

- **A pan-Staffordshire financial strategy** is being developed, to gain a fuller appreciation of the range of interrelated existing and emergent financial and operational challenges for the county
- Pan-Staffordshire approaches to **IT, patient data management and risk stratification** will be implemented.
- Whole-system approaches to **seven-day working** will complement individual organisational performance improvement to guarantee optimum system efficiency.

Through the use of ICT, patients and carers will be empowered to develop the knowledge, skills and confidence to care for themselves and their condition effectively, in order that they can retain their independence and quality of life.

A selection of the following population-wide measures of health gain will be employed to demonstrate the success of this integrated approach.

- Increase healthy life expectancy
- Reduce gap in life expectancy between defined areas reflecting health inequalities
- Reduce premature deaths from respiratory conditions, CVD, and other defined LTCs
- Reduce inappropriate admissions for defined cohorts of people with LTCs, frailty and complex conditions
- Improve health related quality of life for people with LTC's
- Reduce inappropriate admissions for people with dementia
- Reduce inappropriate length of stay for people with dementia
- Improve patient experience
- Demonstrable transition from 'reactive' to 'proactive' care approach
- Ensure people feel supported to manage their condition
- Enhance quality of life for carers
- Better control over symptoms
- Reduced days off work

c) **Description of planned changes**

Please provide an overview of the schemes and changes covered by your joint work programme, including:

- *The key success factors including an outline of processes, end points and time frames for delivery*
- *How you will ensure other related activity will align, including the JSNA, JHWS, CCG commissioning plan/s and Local Authority plan/s for social care*

The Joint Staffordshire Health and Wellbeing (JHWS) strategy sets out the following five priority areas, three of which are directly relevant to the presenting issues of challenge.

- **Starting Well:** Giving children the best start. The highest priority in the Marmot Review was the aim to give every child the best start possible as this is crucial to reducing health

inequalities across the course of someone's life. Key areas for action are (1) parenting, (2) school readiness;

- **Growing Well:** Maximising potential and ability. Children, young people and adults who are supported to reach their potential can have greater control over their lives and their health and wellbeing. Key areas for action are (3) Improving educational attainment; (4) Reducing NEETs (5) Children in care;
- **Living Well:** Enabling good lifestyle choices means that people in Staffordshire can lead long and healthy lives. Key areas for action are (6) & (7) reducing harm from alcohol and drugs (8) Promoting healthy lifestyles and mental wellbeing;
- **Ageing Well:** By helping people to live independently and be in control of their lives, we can support older people to be health and well. Key areas for action are (9) Dementia (10) Falls prevention; (11) Frail Elderly with Long Term Conditions – providing good quality personalised care;
- **Ending Well:** Ensuring good quality care and support at the end of someone's life. Key areas for action are (12) ensuring someone is well cared for and where possible in a place of their own choice at the end of their life.

Key success factors for the delivery of all activity which forms part of the BCF plan will be that the outcomes reflect positively against those set out in the JHWS, and deliver the outcomes and priorities stated above.

We recognise that achieving our vision will mean delivering a radical shift in how our resources are spent. We intend to focus on early help and prevention rather than reaction at a point of crisis. But reducing demand on the acute hospital system, so that expenditure can be reduced, while maintaining the quality of care, will require a significant reshaping of that system. We recognise the challenges involved in this. The CCGs and local authority commissioners who make up Staffordshire County are committed to working together to create a marketplace, and effect the required behavioural and attitudinal change in the acute sector to ensure that this happens. There must be a balanced mix of investments to protect current services, identify those at most risk and target services appropriately, while redirecting resources longer term to preventative and early intervention activity.

Using the growing wealth of information available in the Joint Strategic Needs Assessment for the area, locality mapping has taken place in North Staffordshire as part of the strategy to create a locality-based and focussed approach to community service delivery. Each locality has benefited from a detailed breakdown of its presenting health needs, demographic characteristics, level of deprivation and related information. Through these, future commissioning activity at the locality level will be locality-specific, in order to ensure the style and scope of community services meet the presenting needs of the population.

A similar approach is taking place in southern Staffordshire, using the HWB to strengthen learning and shared action across the whole system, taking into account the work in Stoke-on-Trent and North Staffordshire.

There has been much recent work to engage both the people in receipt of, and those delivering, the services of the local health economy in Staffordshire. The aim has been to discuss with people what they think about local health, social care and associated services. Some of the key summary outcome themes coming from these engagement processes are listed below.

- More avoidance of crisis/improved planning ahead – proactive/preventive
- Better focus on all of the individuals' needs
- Services should value and support Carers
- Single coordinator of care/case management
- More support for those who can and want to self manage
- Improved quality of domiciliary care provision (care, timing and reliability)
- Improved timeliness of and access to services – improved accessibility of community services
- Better access to GPs
- Improved working between all agencies
- Better continuity of care
- Improved hospital discharge process
- Improve the sharing of patient data to support the patients/Carers

These outcome themes have been incorporated into the overarching principles for the future vision for health, social care and associated services in Staffordshire as set out in section 2 a) above.

Across Staffordshire, the vision set out for the BCF plan will be delivered against the following timeframes:

Scheme	14/15 activity	15/16 activity	Benefits
Frailty/complex needs/long term physical and organic MH	<ul style="list-style-type: none"> • Continuing co-design with providers to deliver our vision of integrated services, focusing on Long Term Conditions, Frail Elderly and Intermediate care and Rehabilitation, Dementia and Telecare / Telehealth • Dementia care, reviewing current service delivery to assess where more integrated services could be implemented working with 3rd sector and NHS providers to co-design delivery models. • Phase 2 of the Stoke on Trent and North Staffordshire Intermediate Care pilot programme will see the alignment of social care Intermediate Care/reablement services with the NHS activity, and the consequent development of a single admission avoidance/discharge hastening pathway which will continue to shift the community service emphasis from being on discharge to being on admission avoidance. 	<ul style="list-style-type: none"> • Locality teams in place in all areas • Long Term Conditions Year of Care pilot started across Northern Staffordshire • Consolidated NHS intermediate care and social care reablement services covering Staffordshire using locally determined commissioning specifications • Long Term Conditions primarily managed in communities by GPs and Integrated Locality Teams with specialist input from acute sector consultants • Domiciliary Care full Staffordshire & Stoke review taken place • Appraisal of workforce and workforce map showing competencies required to deliver vision of community-based services • Support for people with dementia embedded in community service offer – development of lifetime pathway 	<p>£12-20m North Staffordshire programme</p> <p>(£15m for South Staffordshire in 16/17 onwards)</p> <p>Patients feel more empowered, in control, more knowledgeable about the nature of their condition</p>
Support to live at home	<ul style="list-style-type: none"> • Falls prevention programme developed and 	<ul style="list-style-type: none"> • All District Council areas have a consolidated local plan for 	More frail elderly people supported

	<p>agreed with Districts</p> <ul style="list-style-type: none"> Staffordshire Digital programme board established to drive the adoption of technology to improve outcomes, transform services and create efficiencies at “scale and pace”, it will encompass all modalities of digital health, this includes:- <ul style="list-style-type: none"> Tele-care (reminders and devices to support independence) Tele-health (remote monitoring of health parameters) Mobile Apps and online self management support (patient facing support for tele-care & tele-health) Clinical video conferencing & Tele-diagnostics (near patient testing, remote diagnostics and video conferencing) Expansion of Flexi-care homes, offering better choice of appropriate accommodation for people. Integration at County level of housing adaptations, leading to more consistent approaches, improved service delivery and reduced delays. 	<p>supporting frail elderly people to stay safely and well supported at home including housing solutions, DFGs, equipment etc.</p>	<p>to live safely and well at home</p> <p>More generalist support for people with long term conditions</p> <p>Improve health and wellbeing for local populations.</p> <p>People supported to feel safe and secure in their own homes, actively participating in their local communities</p>
Carers	<ul style="list-style-type: none"> Carers support programme in place across Staffordshire, providing respite breaks, and leisure and learning activities to support carers to achieve and maintain good health and wellbeing 	<ul style="list-style-type: none"> Integrated locality teams support identification of and support delivered to Carers 	<p>Carers better supported to continue in their caring role</p>
Mental Health	<ul style="list-style-type: none"> Rehabilitation and recovery services for people with complex mental health needs mapped and reviewed, for gap analysis. These services are aimed at reducing the time people need to spend in ward-based services, and improving the support within the community. 	<ul style="list-style-type: none"> Rehabilitation and recovery services for people with complex mental health needs – pathway and services in place. Work underway to put in place recovery focused services 	

Learning Disabilities	<ul style="list-style-type: none"> Learning Difficulties programme to expand the use of community-based services, reducing impact on acute care through a specialist team offering intensive support services. 	<ul style="list-style-type: none"> Specialist and generalist support will privilege inclusion, enabling full rights of citizenship, and parity of treatment. By end March 2015, an integrated approach in place to deliver the following outcomes: <ul style="list-style-type: none"> reduce dependency on high cost out of area placements and independent hospitals reduced demand on specialist and acute services, including hospital admissions and re-admissions, residential and nursing care enable a more flexible use of resources and whole system approach to deliver the right solutions locally enable the joint commissioning of an appropriate range of services including the development of an integrated Intensive Support service in the community to support people with complex needs and challenging behaviour avoiding unnecessary admissions to hospitals Support the continued development of the market to offer more personalised services Enable the commissioning of integrated community learning disability teams with health and social care Ensure the continued inclusion of people within their local communities 	All service users have personalised care plans
End of Life/Cancer	<ul style="list-style-type: none"> End of Life Care Integration Pioneer programme working with Macmillan in Staffordshire is established and developing a range of innovative approaches to provide Principal Provider approach working with patients, carers, providers & commissioners to co-design outcomes-based services for the next 10 years. 	<ul style="list-style-type: none"> Prime provider in place, outcomes for local people starting to be delivered, with whole patient journey for cancer care and end of life care in place. 	
Programme Management	<ul style="list-style-type: none"> Manage the implementation and benefits tracking for live 	<ul style="list-style-type: none"> Further development and implementation of the next wave of pilots and programmes to deliver 	

	<p>integrated services and developing the next stage of joint commissioning plans in line with local needs, JSNA and the HWS.</p> <ul style="list-style-type: none"> • Modelling tool developed • Agreement on programmes of work to deliver outcomes between finance, commissioners • Programme management structure and governance in place and reporting monthly on progress 	<p>our vision for integrated care, taking heed of pilot and programme outcomes from 2014/15 and prior.</p>	
--	--	--	--

County Council Strategy – work is being undertaken to identify priority outcomes and a plan to deliver a fundamental shift in public expectations over a generation. This will frame the delivery plan in terms of our ambition to support people to take more control of their lives.

CCG Five Year strategies – the CCGs collectively are in the process of articulating their five year vision and delivery strategy. The work to support this will include detailed modelling of the impact of changes which will underpin more detailed plans for the BCF.

Strategic Service Review – We recognise there is a disconnect between commissioner plans and provider plans in term of sustainability. A strategic review has just begun to clearly identify and address inconsistency in commissioner and provider assumptions.

Through current governance and programme management mechanisms now being put in place, activity in the County will be carefully managed to ensure alignment between the JHWS, JSNA and CCG and Local Authority commissioning plans. There is a long history of joint commissioning, through a previously established Joint Commissioning Unit. This arrangement has been replaced recently with a clear governance structure around integrated commissioning, linking directly to the Health and Wellbeing Board.

The JSNA informs the JHWS, and supports the identification of priority areas for action. The JHWS is a five year strategy but is reviewed on an annual basis in the light of new data to check the priorities remain appropriate.

d) Implications for the acute sector

Set out the implications of the plan on the delivery of NHS services including clearly identifying where any NHS savings will be realised and the risk of the savings not being realised. You must clearly quantify the impact on NHS service delivery targets including in the scenario of the required savings not materialising. The details of this response must be developed with the relevant NHS providers.

The Staffordshire health and social care economy is very complex, with many separate organisations from statutory, private, voluntary and community contexts, working in the

commissioning and provision of services. Whilst there is very little that is systematic about the economy at present, the strategic impetus behind the BCF and related activity requires a more rigorously derived and robust evidence base upon which to premise future development. In some areas of the county over the last two years, increasingly sophisticated modelling has underpinned the development of transformational work, and this work is beginning to take effect. It is the intention of the lead commissioning organisations of Staffordshire that the health and social care economy of the county be uniformly subject to the same level of modelling, and that such work will continue to establish the evidence base for commissioning of the future. This programme is in its inception phase.

In North Staffordshire, such modelling has taken place. The Cross Economy Transformation Programme will shift £12m-£20m of non-elective spend from being regularly committed to the acute sector and community hospitals to being spent on community-based services, as described above. This will release pressure on the presently overused acute facilities, and allow UHNS to use valuable bed space on more cost-effective specialist elective work. This plan is already modelled into the QIPP expectations for 2014/15 onwards, and is reflected in the contractual heads of terms that are presently being negotiated for the same period.

UHNS is the main acute provider in North Staffordshire and Stoke-on-Trent. There is direct consistency between the Stoke-on-Trent BCF and the North Staffordshire element of the Staffordshire equivalent. As patients from Stafford and surrounds recourse to UHNS, strategic planning between that CCG and those in the north will become increasingly integrated.

The pan-Staffordshire plan is in early stages of development and as such, much of the work to quantify potential NHS savings and discussions with NHS partners remains work to be undertaken over the coming months.

However, there is a clear desire to focus on early intervention as expressed in the Staffordshire Health and Wellbeing Strategy (Doc1), while at the same time, Staffordshire hospitals are suffering from increasing budgetary constraints. These levers and pressures mean that finding ways to reduce demand on the NHS through the development of community and social care services is a priority across the health and social care economy. Targeting BCF activity on areas which will have most impact on reducing hospital admissions, length of stay and delayed discharge is a given, and the next step will be to work this plan through in more detail with NHS partners..

For South Staffordshire CCG, the savings to the NHS are estimated to be in the region of £15m p.a. from 2015/16 onwards. The work focuses on Long Term Conditions, Frail Elderly and improving the quality of services through re-ablement and carers support among other initiatives. Further work is required to model this in detail in all parts of the County.

An expansion of Flexicare homes in the County is expected to have a positive impact on GP visits, A&E visits, hospital admissions, outpatient attendances, and mental health episodes. The benefit to the NHS is estimated at £2,175 per apartment (average 1.5 people) p.a. There are risks inherent in this scheme in that sufficient funding may not be secured to make the housing developments viable, and the benefits to the acute sector would thereby be lost.

The integration of funding and delivery of major adaptations across the County is expected to result in improved service delivery and reduced delays, resulting in benefits to the NHS in

the region of £0.5m p.a. on spend of £2.5m p.a. Risks apparent are the potential for delays in assessments or reductions in funding which would reduce the number of adaptations.

The county-wide scheme to facilitate LD supported living placements following discharge from hospitals is expected to save £700k p.a. in reduced delayed discharge.

Hospital attendances and delayed discharges are expected to be reduced also from the Dementia programme, although this remains to be quantified.

A county-wide approach to Digital Health has just been launched as part of the BCF plan. This is expected to deliver savings to the NHS which will be quantified as part of the early stages of this work.

Discussions with the NHS providers to agree potential for savings in these areas have yet to take place, with the exception of the LD and mental health plans where ongoing discussions are already taking place as part of regular contract and commissioning discussions.

The five year planning process is being used as a vehicle to model the impact, build the evidence base, establish more rigorous and integrated longer term transformation and financial strategies and to engage with providers more effectively.

e) Governance

Please provide details of the arrangements are in place for oversight and governance for progress and outcomes.

Current arrangements are that the HWB has overarching responsibility for the achievement of the BCF plan, with executive responsibility delegated to the Staffordshire Senior Officers Group. This is a mature group, with well-established working relationships, whose membership reflects that of the HWB with representation of senior officers from Councils, CCGs, Public Health, Police Commissioner and HealthWatch.

For delivery of the Better Care Fund Plan, governance may be reviewed with some changes to the existing structure as set out below:

The Senior Officers Group (SOG) will act as the collaborative management committee with executive responsibility for the Better Care Fund, making recommendations to the Health and Wellbeing Board and local commissioning and finance committees/board where appropriate for agreement.

Any decisions affecting the delivery of local services (CCG aligned) will be agreed by local commissioning and finance committees/board as appropriate to enable partners to exercise their statutory duties before final sign off at the Health and Wellbeing Board. Commissioners must clearly understand arrangements and key personnel at locality level to ensure local delivery opportunities are co-ordinated and maximised.

The SOG (or separate partnership board if required) will: -

- Identify services, funding and strategic objectives where a PAN CCG/county approach or a locally specific CCG approach is required as appropriate

- Oversee the implementation of the projects for review and redesign within geographical areas as appropriate
- Oversee the co-ordination of appropriate engagement with local patients, clinicians and commissioning networks
- Ensure quality patient/user care and the best value for services
- Monitor the performance (agreed outputs, outcomes) and financial aspects at a local/county level
- Review the effectiveness of the collaboration
- Establish working groups as appropriateThe BCF will be delivered through a pooled budget under s75 arrangements. Discussions have begun as to how this s75 agreement will be arranged and which organisation(s) will be responsible for holding the fund.

3. NATIONAL CONDITIONS

a) Protecting social care services

Please outline your agreed local definition of protecting adult social care services.

Protecting social care services in Staffordshire means ensuring that those in need within our local communities continue to receive the support they need, in a time of growing demand and budgetary pressures. We will maintain current eligibility criteria and focus on developing new forms of joined up care which help ensure that individuals remain healthy and well, and have maximum independence, with benefits to both themselves and their communities, and the local health and care economy as a whole. By proactively intervening to support people at the earliest opportunity and ensuring that they remain well, are engaged in the management of their own wellbeing, and wherever possible enabled to stay within their own homes, our focus is on protecting and enhancing the quality of care by tackling the causes of ill-health and poor quality of life, rather than simply focusing on the supply of services.

Please explain how local social care services will be protected within your plans

Funding currently allocated under the s256 transfers from NHS England to County Council has been used to enable the local authority to sustain the current level of eligibility criteria and to provide timely assessment, care management and review and commissioned services to clients who have substantial or critical needs and information and signposting to those who are not FACS eligible. This will need to be sustained, if not increased, within the funding allocations for 2014/15 and beyond if this level of offer is to be maintained. New requirements to be placed on services which will have financial impacts will be around delivery of seven day services and the new Care Bill which requires additional assessments to be undertaken for people who did not previously access Social Services. Since the additional costs of these developments have already been factored into the baseline grant provided by DCLG, implying significant reductions in core funding available for existing

social care services, the County Council will be reliant on re-focusing of funding either from within the BCF or from DH to meet these requirements. ADASS have calculated that the allocation for Staffordshire within the BCF meant to cover the cost of the Care Bill is £6.9m however work has yet to be completed to establish more accurate estimates of Care Bill costs for the County.

b) 7 day services to support discharge

Please provide evidence of strategic commitment to providing seven-day health and social care services across the local health economy at a joint leadership level (Joint Health and Wellbeing Strategy). Please describe your agreed local plans for implementing seven day services in health and social care to support patients being discharged and prevent unnecessary admissions at weekends

The recent calls for better service models in hospitals at weekends and to deliver the NHS offer, has a focus on Acute Trusts and hospital patient care at weekends.

The Staffordshire and Stoke-on-Trent Partnership Trust (SSoTP) which covers all Staffordshire LAs and CCGs already delivers in most areas an integrated Community Intervention Service providing crisis, admission avoidance and rehabilitative services, these services being accessible 7 days a week. These services enable a 24 hour response with hospital and community elements providing clinical and social intervention to maximise independence, prevent acute admission and the need for long term care, and facilitate hospital discharge. These integrated teams include Service Managers, Team Leaders, Nurses, Social Workers, Occupational Therapists, Physiotherapists, Health Care Assistant, Integrated Support Worker and Community Psychiatric Nurses.

In the North of the economy a 7 day working group has been established as a sub group of the Urgent Care Operational Group, in order to focus on further opportunities for enhancing 7 day services. A full report on this is attached as Doc2.

Private and voluntary sector social care providers are already contracted to deliver services on a 7-day basis.

There is a national mandate to include an SDIP in the contracts for future seven day working

In Staffordshire, the following arrangements apply.

North Staffordshire Combined Healthcare Services – Already working on a seven day basis so Commissioners agree there is no need to pursue contractual inclusions for development with this Provider

Community (SSOTP) – There is an acknowledgement that there needs to be a move to seven day working. Commissioners have established a joint working group with SSOTP to pursue. Given this position, the group was not in a position to propose a detailed SDIP for inclusion in the contract but has included a requirement to participate with the group and agree a plan by May 14.

UHNS – a range of seven day working expectations have been incorporated into the CQUIN schemes for UHNS, focusing on [focus on availability of services, flow and discharge](#).

c) Data sharing

Please confirm that you are using the NHS Number as the primary identifier for correspondence across all health and care services.

Yes all health and care systems will use the NHS Number. The proposed integrated care record will use the NHS number as the primary identifier for all NHS and Social Care activities.

If you are not currently using the NHS Number as primary identifier for correspondence please confirm your commitment that this will be in place and when by

Staffordshire County Council (SCC) has been using the NHS Demographic Batch Services (DBS) for the past year or so to enable us to match, collect and store NHS numbers for adult services clients. We have been carrying this out prior to go live of CareDirector, the new social care IT system, and by September 2013 had achieved approximately 94% of clients having a valid NHS number stored in our system. The number is then available for staff and partners to use the NHS number on relevant correspondence and this auto populates from the IT system on to key assessment documentation, plans etc.

In primary 'NHS' information systems the NHS number is complete for 97.1% of records within the Partnership Trust. Core systems are batch traced on a monthly basis. This is anticipated to rise to over 99% in 14/15 with scheduled system replacements.

The Partnership Trust is working with Health Informatics partners to develop a data warehouse where extracts from all systems will feed in – this will enable the full analysis of client pathways across health and social care using the NHS Number as the primary key to link records.

In addition to the above the Partnership Trust plans to reduce and consolidate the number of clinical systems in use across the region Trust through the procurement of a new clinical system in mid 2015.

Please confirm that you are committed to adopting systems that are based upon Open APIs (Application Programming Interface) and Open Standards (i.e. secure email standards, interoperability standards (ITK))

Staffordshire partners are committed to using systems based upon Open API's and standards and are keen to explore the opportunities for greater systems integration and information sharing.

Please confirm that you are committed to ensuring that the appropriate IG Controls will be in place. These will need to cover NHS Standard Contract requirements, IG Toolkit requirements, professional clinical practise and in particular requirements set out in Caldicott 2.

Staffordshire County Council have comprehensive IG policies/procedures in place, however are not accredited to the IG toolkit, which is primarily a Health Sector requirement. We are prepared to make an application for accreditation and committing to attaining the Toolkit, Caldicott 2 et al.

d) Joint assessment and accountable lead professional

Please confirm that local people at high risk of hospital admission have an agreed accountable lead professional and that health and social care use a joint process to assess risk, plan care and allocate a lead professional.

Please specify what proportion of the adult population are identified as at high risk of hospital admission, what approach to risk stratification you have used to identify them, and what proportion of individuals at risk have a joint care plan and accountable professional.

A number of developments are taking place in relation to joint assessments and lead professionals with the aim of creating an integrated case management approach utilising risk stratification tools and approaches. A previous CQUIN existed in relation to Case Management in 2012/13.

There is partnership working in place between assessment teams and GP practices to implement risk stratification approaches. Whilst in some areas of the County the model of care is supported by a detailed service specification, in other areas this is in development, there are however a set of generally accepted assumptions about what the model of care is intended to achieve: -

- Coordination of resources around individuals with multiple chronic disease from one single health or social care professional. Thus recognising the growth in numbers of these individuals and the limitations of traditional 'single disease specific' strategies.
- Reducing the impact of these individuals on acute care resource through prevention (admission avoidance) and slowing of disease progression.
- Potential efficiencies in the delivery of care, particularly against a back drop of rising demand from an ageing population and increase in multiple chronic disease prevalence.

Factors that influence the level and intensity of activity within the model are: -

- The accuracy of the case finding process where the main aim is to prevent acute care episodes.
- The degree to which identified individuals are already known to community resources and the implications this has on capacity to implement the model of care.

- The degree to which GP's influence the implementation of the model of care within their individual practice.

The local health economy in the north is developing an integrated risk stratification tool that will support the work of the integrated locality care team and the delivery of the LTC Year of Care project. This project will deliver a joint, integrated risk identification tool that will ensure that the people at the highest anticipated risk will become known and can be supported in an integrated, preventative way. MDTs are in place and most surgeries are now engaged with MDTs taking place across both Newcastle and Moorlands that include GPs, Community matrons, District Nurses and Social Care. Their frequency varies dependent on size of practice, demographics and preference. In Newcastle approx. 124 individuals are subject to active case management and 121 individuals in Moorlands.

Progress continues in the south of the County, and SSoTP, which delivers assessment and case management is working closely with respective CCGs. In Cannock, admission of individuals to the model of care in Cannock has been significantly more straightforward given that resource for case management was integral to the Adult Community Nursing Service service-specification, which was commissioned in 2010. Within the Cannock locality a focus on the top 1% of respective practice populations and the identification of suitable individuals has enabled in Nov 2013, 370 care plans to be produced for individuals requiring case management.

A range of information has been agreed with respective CCGs to be collated these include as examples

- Number of individuals identified and referred for case management per practice
- Number of individuals opting out of case management at initial stage per practice
- Number of individuals assigned a case manager within the Trust (split between health and social care)
- Number of individuals with completed care plan following assessment
- Number of individuals with open episode of care/number of patients stepped down
- Number of MDTs held per practice

Alongside a range of performance measures

- Percentage of care plans in place
- Percentage of individuals seeing a reduction in risk score
- Percentage of individuals/carers reporting they are confident in managing their own health
- Percentage of individuals reporting an improvement in quality of life
- Percentage of individuals achieving goals set
- Admission avoidance

In some CCG areas engagement has already taken place with their member practices to understand the implications of the new 2014 DES for Admission Avoidance and Proactive Case Management, including the identification of the most vulnerable and complex patients, clarity around the named accountable GP for patients over 75 years and how GPs can provide timely telephone access.

The development of a Joint Assessment is a key principle for Integrated Local Care Teams and includes a single patient record.

As the development of Integrated Teams is evolving, certain elements will come on line before others, therefore plans for training will be developed as plans for the implementation of Joint Assessments are defined.

SSoTP under Phase 2 of its integrated services programme will focus on developing a standardised approach, taking lessons learnt from both North and South approaches to fully integrate its case management and 'single assessment'. In anticipation a model for integrated Health and Social Care Case Management has been developed. This model offers a definition of Case Management, its principles and case management approaches for individual's dependant on their level of need. The model has defined a case management competencies framework and been approved for further exploration and development by Phase 2. A project steering group will be established with the following objectives:

- Identify the people who meet the different levels in the triangle of need and agree who will need to be case managed (e.g. through appropriate risk stratification, dependency weighting and assessment of complexity of need etc.)
- Clarify criteria for who is best placed to case manage different groups of people
- Develop systems and networks that ensure case managers can easily access all external services they will need to be effective.
- Develop two pilot sites for integrated case management to test out what works and how to overcome barriers to implementation.
- Involve stakeholders such as individuals, carers, CCGs, local health and social care independent and voluntary resources.
- Ensure a named worker/professional system is in place for people on the lowest level of the triangle who do not need intensive case management or who just require a single service.
- Ensure competency framework for case management is in place and understood.
- Develop training and development programme for professionals who will take on case management
- Build competency framework for case management into appraisal system for professionals who will case manage and use them as a tool for personal and professional development.
- Use the case management competencies to support integrated service redesign and performance management

There is tremendous potential with this model for developing a truly integrated model for case management including risk stratification. For Adult Social Care approx. 20,000 people are in receipt of services within the County, approximately 10,000 of these in receipt of some form of community based provision, a proportion of which may benefit from more intensive case management approaches based on risk stratification.

4. RISKS

Please provide details of the most important risks and your plans to mitigate them. This should include risks associated with the impact on NHS service providers

At present, the Staffordshire Better Care Fund comprises a range of directly relevant but free-standing strategies and programmed activities, each of which contain their own risk management and mitigation. As the BCF drives the health and social care economy towards increasingly integrated modes of commissioning and delivery, the elements of the contributing programmes (including risk) will also be coordinated.

The BCF partnership is at present being established. There is a firm commitment to this consolidation. The mechanism for the governance of the work will prioritise risk management, and whole-system learning from the experience of areas of the work will be a key feature.

Risk	Risk rating	Mitigating Actions
CCGs are unable to make the 3% savings required	Medium	Focus activity planned on approaches which are most likely to deliver financial benefits as well as population outcomes. Review good practice from elsewhere, including LGA value cases and outcomes of Anytown modelling to identify opportunities for greater impact.
CCGs are unable to reduce hospital intake leading to inability of partners to make savings intended through the plan	High	Gradual transformation with staged approach to investing in preventative options. Negotiation on new contracts with Hospitals agreeing caps on intake numbers and shared risk with Hospitals on overspends
Money going into BCF already tied up in mainstream services, therefore cannot fund additional activity	Low	Plans already in place for re-commissioning of services at lower cost which will fund expansion of preventative / community investment
County Council social care budget being cut, therefore funding may have to be used to protect existing services	Medium	As above
Potential impact of Mid-Staffordshire NHS Foundation Trust changes where redesign is focused on maintaining financial viability of Hospital rather than supporting changes	High	Gradual transformation with staged approach to investing in preventative options.

set out in BCF		Negotiation on new contracts with Hospitals agreeing caps on intake numbers and shared risk with Hospitals on overspends
<p>Lack of clear national guidance on the following may prevent signatory partners gaining sufficient assurance to approve plans.</p> <ul style="list-style-type: none"> • Arrangements for (S75) budget pooling. • Establishment of reasonable local improvement trajectories and targets. • Mechanism for determining 'failure', apportioning responsibility, and withholding resource. 	High	LAT to accept 'work in progress' commitments within Feb 14 th submission, to lobby nationally for answers to key questions, and to support the development of locally relevant trajectories/targets where applicable.
<p>National benchmarks/baselines upon which performance is to be premised may present unrealisable trajectories/targets for local health economy/CCG areas. BCF will not be approved by H+WBB if this is the case. (See appended metrics document)</p>	High	LAT to support the development of locally relevant trajectories/targets where applicable.
<p>Lack of progress against BCF plans leading to not meeting targets and achieving benefits.</p>	Medium	<p>Robust approach to Programme Management.</p> <p>Development of principles around 'rules of engagement' between all partners for the BCF. This will include the development of a number of risk sharing agreements which will clearly articulate the impact of not achieving the deliverables in the BCF Plan. Any risk sharing will include clear lines of responsibility and accountability against performance within the Plan.</p>

Better Care Fund - Current Activity/Expenditure aligned to new Schemes as at 11th March 2014

BCF Scheme	Lead Officers	Existing Activity (14/15)	Existing Expenditure (14/15)								Total	Future Activity	
			DCs/BCs	SCC	Stoke	NS CCG	S&S CCG	CC CCG	ES CCG	SES&SP CCG			
1) Frailty/complex needs, long term physical and organic MH	Finance: Wendy Kerr (CFO ESCCG) Commissioning: Jenny Watson (Snr Commissioning Manager SES&SP CCG)	Reablement, Enablement, Intermediate Care											<ul style="list-style-type: none"> - Intermediate Care, Reablement, Rehabilitation - Long Term Conditions - Integrated Locality teams - Domiciliary Care (whole system review) - Personal Health Budgets for LTCs/CHC - Dementia
		Admission avoidance and delayed discharge											
		Service Review											
		Frailty, complex needs, LTC, OP											
			0	0	491,203	16,237,000	3,220,694	2,628,848	4,590,886	7,183,966	34,352,597		
2) Support to live at home	Finance: Sarah Pitt (SCC) Commissioning: Helen Trousdale (tbc) (SCC)	Disability Facilities Grant										<ul style="list-style-type: none"> - Falls Prevention - Medication Management - Housing - 'flexicare' homes (District input reqd) - Adaptations - DFGs etc (District input reqd) - Community Equipment - Digital technology 	
		ASC Capital Grant											
		Community Equipment											
		Flexicare Homes											
		Assistive Technology/Telehealth											
	3,804,000	5,502,259	0	596,000	304,675	385,737	253,676	436,342	11,282,689				
3) Carers	Finance: Sarah Pitt (SCC) Commissioning: Shelley Brough (SCC)	Carers									<ul style="list-style-type: none"> - Carers - Staffordshire Carers Strategy (April 15) 		
			0	0	49,800	78,868	136,813	126,281	115,859	184,690		692,311	
4) Mental Health	Finance: Colin Thomas (CFO - SES&SP CCG) Commissioning: Dawn Jennens (SCC)	Mental Health (incl Dementia)									<ul style="list-style-type: none"> - Mental Health Strategy (to be developed) 		
			0	919,881	0	0	9,435,340	8,143,623	7,815,202	13,254,794		39,568,840	
5) Learning Disabilities	Finance: Sarah Pitt (SCC) Commissioning: Christine Adams (SCC)	Learning Disabilities (incl Autism)	0	0	0	0	864,173	893,218	795,794	1,243,154	3,796,339	<ul style="list-style-type: none"> - Learning Disabilities re-commissioning for Staffordshire (2015) 	
6) End of Life/Cancer	Finance: Tony Matthews (CFO NS/SoT CCG) (Snr Commissioning Manager, S&S & CC CCG)	End of Life									<ul style="list-style-type: none"> - End of Life/Cancer specialist provision development (integration Pioneer) 		
		Cancer											
		Palliative Care											
			0	0	0	0	953,521	806,395	510,190	1,011,170		3,281,276	
			3,804,000	6,422,140	541,003	16,911,868	14,915,216	12,984,102	14,081,607	23,314,116	92,974,052		

This page is intentionally left blank