

Oxfordshire County Council & Oxfordshire PCT

Proposal for Integrated Planning and Commissioning Arrangements for Ageing Successfully.

Introduction

This paper sets out proposals for integrated commissioning arrangements between Oxfordshire County Council and Oxfordshire PCT for the implementation of the Ageing Successfully strategy. The Ageing Successfully strategy is a high level strategy that was discussed and agreed by the Health and Well Being Partnership Board in April 2009. The strategy is predicated in close partnership working, and a subsequent paper has been approved by senior managers from the PCT, SCS and the District Councils which set out the options for and the principles underpinning the development of partnerships to take the strategy forward and drive its implementation.

Agreement that the overarching Ageing Successfully strategy will be implemented through four themed commissioning strategies. These are:

- effective prevention and well-being (*Prevention and Well Being strategy*);
- more personalisation and services that are more responsive to each person's needs (*Personal and Responsive Service strategy*);
- greater Levels of independence for people as they age in their own homes, and effective recovery and rehabilitation after illness or injury (*Achieving and Maintaining Independence strategy*);
- making the best use of resources across the health and social care systems (*Resources Strategy*).

These themes will support and facilitate better engagement with partners in the District and City Councils.

It was also agreed that consideration should be given to any new joint integrated arrangements being set out in and supported by a formal agreement under s75 Health Act [date] at least between the County Council and the PCT and possibly with the District and City Councils.

The Ageing Successfully strategy has significant implications for the commissioning, contracting and services for people as they age. The central tenet and the overall approach of the strategy is not to have a single definition of old age, but to focus on the evidence of the impact of medical, personal and social factors on people's live as they age and their ability to live independently. The strategy therefore takes an integrated view of services and arrangements through adult life up to death.

This approach means that the evidence of medical conditions and social and personal circumstances that are age related could be covered by the arrangements for the development and implementation of the Ageing Successfully strategy, irrespective of the age of onset for any particular adult. This will impact on and be reflected in the developments that are proposed for the current pooled budget and s75 arrangements between the County Council and the PCT.

The changes outlined in this paper are potentially very far reaching and substantial. A time line is given that sets out in outline a number of stages. Each of these is seen as being of value and will make an improvement in the arrangements and services for people as they age as well giving a basis for further development. This does envisage an iterative process. It will be important to ensure that there are points in the process for review and deciding on when to take the next step and what the destination is.

Proposals

The proposals cover four areas:

- establishing a single integrated team for commissioning services for older people;
- expanding the scope of the current s75 arrangements;
- structure and governance arrangements involving a high level Policy Board and sub committees to develop and deliver services;
- an option for the integration of contracting and contract management and other support functions.

The starting points for the proposals are the:

- agreement that there should be a new joint strategy for Oxfordshire for services for people as they age;
- decision by the PCT that there should be a new post, joint with the County Council SCS at a senior level for commissioning services for older people and it is assumed that this post will take forward the Ageing Successfully strategy. It is proposed that the title of this post reflects the approach of the Ageing Successfully strategy rather than simply referring to 'older people'. In this paper the post will be referred to as the Joint Post.

Establishing a Single Integrated Team

It is proposed that a single integrated core team is established with a wider number of support teams working on a project or thematic basis made up of colleagues from across the NHS, County Council and District Councils. The core integrated team will oversee and coordinate the work of the support teams and of the sub committees that are proposed below. It is also proposed that the Joint Post heads up and is the senior manager for the single integrated core team.

The rationale for establishing an integrated core team is that it:

- is the most effective way of making the most effective and efficient use of scarce commissioning resources;
- gives the best basis for establishing joint strategies and service development options;
- is an effective way of coordinating and managing the contribution of the wide range of agencies and organisations that are necessary to achieve the implementation of Ageing Successfully;

- the present Comprehensive Spending Review runs until 2011 and it is widely anticipated that the financial settlements that follow on from will be very tight and it is important that there is a sound joint strategy in place that identifies the agreed objectives and priorities for the services and drives the work across the NHS and local government to achieve them.

The four themed commissioning strategies will have to be prepared on the basis of a broad partnership across the PCT, the County Council and the District Councils and in close discussion, and consultation with NHS providers, the voluntary sector, and third sector and for profit sector organisations across social care, health and a range of community services.

The Integrated Core Team

This team should be an integrated, single team under the Joint Post with equal accountability to the County Council and the PCT for the:

- delivery of agreed joint strategies;
- development of services to achieve the objectives of the joint strategy;
- purchasing and arranging of services from provider organizations;
- support for the Policy Board and its sub committees that the Policy Board oversees.

It is proposed that the Core Integrated Team would be made up of people seconded to the team and the organization that takes on responsibility for it. It is to be decided if this would be the County Council or the PCT. Staffing arrangements should be considered in detail during the first year of the team's existence to and proposals for the best longer term arrangements prepared.

The Joint Post and the Integrated Core Team will have overall responsibility for:

- overseeing and coordinating activity across a wide range of work streams delivered through the support teams and sub committees of the Policy Board;
- overseeing the implementation of service and other developments itself and through its partner organizations.

The main responsibilities for the Joint Post and the Integrated Core Team will be to:

- develop the four themed commissioning strategies that between them will deliver the overarching vision of Ageing Successfully;
- oversee and coordinate the activities of the various teams and services across the PCT and the County Council that are necessary for delivering the Ageing Successfully Strategy;
- prepare proposals for the County Council's and the PCT's policy making and budget setting processes;
- work with and support operational management on the preparation of annual business plans;
- oversee and monitor the implementation of developments;
- monitor and review progress against the objectives of the commissioning strategies.

The core integrated team should include:

- The Joint Post;
- Finance support;
- Specialist drawn from staff currently working on the development of or commissioning services for older people;
- Administrative support.

The Support Teams

Because the Ageing Successfully vision and the four thematic commissioning strategies require the involvement of and contributions from people across a wide range of teams or services in the PCT and the County Council, and because there are very few staff across the PCT and SCS who are dedicated to and focused solely on commissioning for services for older people, the integrated core team that will have to call on the support and contributions from a wider network to achieve its objectives. The range of services, teams and organizations that have to be involved is considerable. The initial, headline list includes the following.

County NHS:	All division in SCS; Supporting People (as Administering Authority);
PCT	All divisions across the PCT;
Districts	Housing, well being and leisure services.
Voluntary sector	Age Concern Oxfordshire, Alzheimer's Disease Society.
Provider services in the NHS	ORH, OBMHT, Ridgeway Partnership;

It is considered to be too disruptive to separate out the work and contributions of staff across this wide range of services into discrete posts that could become part of a single extended team, probably impossible to do sufficiently accurately, and ultimately undesirable because of the evolving and wide ranging requirements of the Ageing Successfully strategy.

It is proposed that there should be an agreement between the County Council, the PCT and the District Councils covering the establishing of the Support Teams, which could be included in a S75 agreement. The table above gives an indication of the scope of the arrangements to be covered.

The work for the Support Teams and the arrangements for the involvement of the Integrated Core Team would be set out in an annual work plan prepared by the Joint Post.

Governance Arrangements

The governance arrangements for the Integrated Team will have to be in place at the same time as the team is established. They could be included in the overall s75 arrangements proposed below.

Expanding the s75 Arrangements

The current s75 arrangements establish a pooled budget for services for older people and the arrangements have served the County Council and the PCT well. The pool has been added to considerably since its inception but it has operated without the benefit of an overarching strategy agreed by the two partners to the agreement.

The Ageing Successfully strategy and the four thematic strategies will become the over arching strategic framework. To maximise the potential that this approach will have the following three developments are proposed.

- The s75 arrangements should be developed to formally include commissioning and planning services.
- Commissioning for long term conditions and physical disability services for adults should be covered by an expanded arrangements and s75 agreement.
- There should be pooled budget arrangements that would cover the County Council's and the PCT's spending on the range of services and activities covered by the current s75, funding for long term conditions and physical disability and funding for services for age related conditions.

Governance Arrangements

The arrangements proposed in this paper will involve a very wide range of stakeholders which are summarised in the table below. This table is very much work progress and will require more work to ensure that the range of stakeholders are properly listed and to ensure appropriate involvement in the governance arrangements.

OCC	PCT	Districts	Others
SCS Community Safety E&E Public Health Procurement JMG Pooled budget for older people	Public Health Strategy Commissioning JMG Pooled budge for older people Acute sector commissioning	Well Being Housing	Age Concern Oxfordshire NHS providers Voluntary sector and third sector

The governance arrangements proposed are as follows.

Policy Board

It is important that there is proper high level oversight of these arrangements. This could be through the Health and Well Being Partnership Board or it could be newly constituted Policy Board. This will can be considered in detail later. A Board at this level should be established to oversee and agree the strategic direction for all the joint arrangements for the Ageing Successfully strategy. It will have reporting to it three sub committees, which could be seen as being

Joint Management Groups, and a Management Board for the Joint Integrated Team.

The Board will oversee the work of the Management Board and the Integrated Team and the sub committees. It will agree:

- The objectives and the priorities for the sub committees, the Management Board and the Team annually for the next [3]years on a rolling basis;
- Agree the annual plan for the sub committees Management Board and the Team;
- Receive reports from the Integrated Team Manager on: the team's performance against the objectives and priorities, proposals for the further development of the commissioning strategies for Ageing Successfully and use of the team's resources;
- Receive reports from the sub committees on their progress on establishing and implementing service developments and their use of resources.

If it is a new Policy Board its membership would be:

- OCC Cabinet member and PCT Non-executive Board member;
- Director of SCS and PCT Director of Commissioning;
- OCC and PCT Director of Public Health;
- Representatives of the District Councils;
- Representatives of service users.

The Board would be supported by the Joint Team Manager who would be in attendance and have in attendance the chairs of the sub committees. The Board would also have in attendance the OCC Head of Service for Adult Social Care and other senior officers from the PCT. It would be chaired by the OCC Cabinet member and the PCT Non Executive alternating annually.

The Policy Board would meet quarterly for the first year of the arrangements which could then be reviewed.

Management Board

The management board will be responsible for the team achieving its objectives and priorities and agreeing what resources will be available to the Team's manager. It will:

- Propose to the Board the team's objectives and priorities;
- Agree the resources for Joint Team Manager;
- Monitor and review the team's performance against agreed objectives;
- Set specific targets for the team's Manager;
- Receive regular reports from the team's Manager;
- Ensure that there are effective arrangements in place for supporting the work of the sub committees.

The Management Board's membership would be:

- The SCS Head of Adult Social Care and the PCT Director of Commissioning;
- Financial advisors
- The Joint Team Manager.
- Representative[s] of the District Councils;

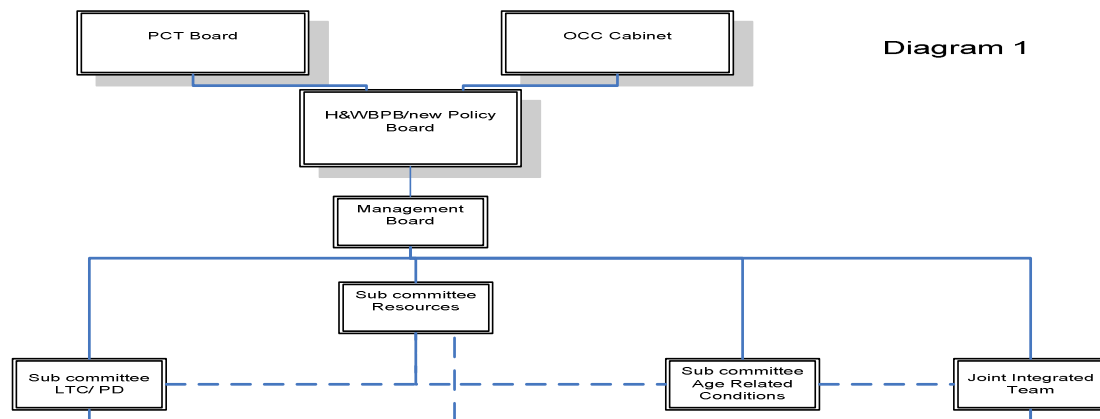
- Representatives of the sub committees.

The Management Board would be supported by the Joint Team Manager.

Structure

The proposed structure in diagram 1 below is intended to support the following key processes and responsibilities.

- The Board has overall oversight and accountability to the County Council Cabinet and the PCT Board.
- The Management Board oversees the work of the sub committees and oversees and the work of the Joint Integrated Team.
- The Joint Team Manager establishes his/her own arrangements for the Team's management. The Manager will oversee and coordinate the work of the Support Teams and ensure that they as well as the core team are properly linked to and work with the sub committees
- The Pooled Budget sub committee will be responsible for the use of the pooled funds.
- The sub committees will be responsible for the preparation and plans and strategies for the development and delivery of services through the four thematic strategies that deliver the overall Ageing Successfully strategy.



Contracting and Contract Monitoring and other support functions

Expanding the scope of the s75 arrangements and the size of the pooled funds in the ways proposed in this paper will require different arrangements for financial and activity monitoring.

Contracting and contract monitoring are crucial to the effective implantation of strategies and the delivery of services. If the approaches and arrangements outlined here are implemented agency and service boundaries will change and agency boundaries become blurred. Consideration should be given to joining the contracting and contract management functions across the Social and Community Services and the PCT.

Implementation

The implementation of these proposals will require detailed work to be carried out in a number of areas. These include:

- Agreeing on the age related services and their budgets;
- Agreeing the basis of putting the integrated team in place, and in particular if staff are seconded to transferred and establishing proper consultation arrangements;
- Establishing monitoring and reporting processes;
- Establishing the support groups for the core team;
- Considering the best arrangements for contracting and contract management and procurement;
- Drafting possible s75 agreements.

The above list is not exhaustive.

The implementation of these proposals will be phased, with each phase resulting in improvements in the arrangements as well as laying the basis for further development and implementation. A project plan will be prepared on the basis of the responses to these proposals. A possible timetable is outlined below.

Time table

Phase 1 puts the governance, staffing and work streams in place to deliver the joint Ageing Successfully strategy in April 2010. Phase 2 is given in outline only.

Phases	Completion date	Comments
Phase 1		
Establish and appoint to Joint Post	In post during December 2009	Dependent on advertising before end of July.
Identify core team, consult and establish.	October 2009	Subject to the appointment of the Joint Post, the core team could be assembled and temporarily work under an SCS or PCT senior manager or NW could take on this role.
Preparing the foundations; establish work streams to <ul style="list-style-type: none"> • finalise governance arrangements and ToR; • identify key staff from across the 	<p>July 2009</p> <p>September 2009</p>	This area of work can be undertaken and coordinated by NW.

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