

Open Agenda



Health and Wellbeing Board

Tuesday 22 October 2013
10.00 am

Ground Floor Meeting Room G02A 160 Tooley Street, London SE1 2QH

Supplemental Agenda No. 1

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10. INTEGRATION FOCUS	To note progress in taking forward the local integration agenda.	1 - 7

Contact

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Date: 18 October 2013

Agenda Item 10

Item No. 10.	Classification: Open	Date: 22 October 2013	Meeting Name: Health and Wellbeing Board
Report title:		Integration Focus – Priority 3: Improving the experience and outcomes of our most vulnerable residents and enabling them to live more independent lives	
Wards or groups affected:		All wards; over-65 population, those with long term conditions	
From:		Sarah McClinton, Director of Adult Services and Tamsin Hooton, Director of Service Redesign	

RECOMMENDATIONS

1. The board is requested to:
 - a) Note the progress to date in taking forward the local integration agenda, as set out in paragraphs 10-14.
 - b) Task the integration working party with creating a shared narrative for integrating services in Southwark as set out in paragraphs 10-14, and to report these back to the next meeting.
 - c) Agree the shared objectives and performance measures which underpin local development for integrating older people services, as set out in paragraphs 15-16.

EXECUTIVE SUMMARY

2. At the last Health and Wellbeing Board the Strategic Director for Children's and Adults' Services was asked to lead a working party to develop a shared local position on integration. This item sets out progress since the last board meeting, and proposed next steps to take forward this piece of work.
3. This paper looks at services for older people, and will be followed by subsequent papers over coming meetings on people with unhealthy lifestyles or ongoing health problems, and, lastly, vulnerable children, adults and families. These care groups have been chosen as those who will be most affected by any changes resulting from the integration of services, and whose outcomes could be most improved by the board's actions.

BACKGROUND INFORMATION

4. Integrated care is not new to Southwark. Partners can build upon the previous experience of a single management structure for health and social care. As a result, partners have learnt what works, and what needs to be done differently in order to deliver sustainable change for residents. Most importantly, partners understand that the changes must be driven by the experience and outcomes of users, rather than organisational and governance imperatives. It is also

recognised that all partners have significant budget pressures.

5. Nationally the integration agenda is being pushed forward, with the announcement of the Integrated Transformation Fund (ITF). This totals £3.8bn in 2015/16, with local areas required to develop joint plans in order to access funding. These plans must be approved by the health and wellbeing board by March 2014 and release of part of these funds will be contingent of performance achieved on a set of national and local indicators.
6. The Southwark vision for older people is one of promoting independence, choice and control, with more people staying at home for longer, receiving individualised support and help at home. The local authority and clinical commissioning group have been working with Lambeth counterparts and the three local foundation trusts which comprise Southwark and Lambeth Integrated Care (SLIC) programme. This work has focused initially on frail older people, with long term conditions as the next priority.
7. Improvements for older people services include developing GP older people registers, around 2,000 holistic health checks across both boroughs, and the implementation of the admissions avoidance programme. This has included significant activity in establishing a rapid response service, home ward nursing teams, geriatric hot clinics, and community multi-disciplinary teams. Dedicated projects are also planned on the priority areas of falls, infections, nutrition and dementia.
8. Southwark has strong local performance around developing personal budgets and preventing delayed discharges. Challenges remain, however, with work in progress to reduce the volume of A&E attendances, hospital admissions and permanent admissions to residential and nursing homes as well as to continue to improve quality of life and independence indicators and shift resources to preventative care through a local transformation programme which has pathway reform at its heart.
9. As set out in papers to the board in July, the SLIC sponsor board is embarking on a programme of work until the end of the year to develop a business case for expanding integrated care in line with the Lamb pioneer application's ambitions. This includes a much wider scope for service reconfiguration, covering long term conditions as well as children's specialist services. Although unsuccessful in its Lamb Pioneer expression of interest, SLIC won Department of Health funding to test 'year of care' capitated budget development work.

KEY ISSUES FOR CONSIDERATION

Next steps for local integration – developing a Southwark position

10. Southwark has established a working party on integration comprising of senior decision makers in the CCG, local authority and public health. This small executive reports regularly to a joint senior management team chaired by CCG chief officer and Strategic Director of Children's and Adults' Services.
11. The working party will be hosting a stakeholder workshop with senior, community and frontline representation from all key Southwark agencies on 6 November. The workshop will create a Southwark vision that will set the framework for local authority and CCG commissioning intentions that will shape integrated care and

inform ITF investment

12. The workshop will be tasked with creating a shared narrative for Southwark that:
 - Articulates in detail and with confidence what benefits an integrated health and social care organisation and/or pathway needs to bring to users, services and partner organisations
 - Tests what this means for service configuration or redesign proposals
 - Taking the ambition of 'right care at the right time and in the right place' as the starting point, describes how this could look like in terms of resources, outcomes, data, pathways and user voice
 - Results in shared plans to deliver savings across partner agencies
13. In parallel to the working group, the SLIC sponsor board is working towards the expansion of the local programme across Southwark and Lambeth in line with the ambitions expressed in the Lamb Pioneer application. In taking work forward, SLIC has established three working groups across commissioning, finance and developing an academic integrated care organisation.
14. The development of the Southwark position on integration across the board's partners will ensure that our engagement with SLIC, including our response to and our shaping of the emerging proposals will be grounded in a local vision. This vision for integration will prioritise measurable improvements in the health and well being of people in the borough.

Integration focus: shared integration objectives for older people

15. As the first focus on the groups most affected by the integration of services, the board is asked to agree shared objectives and performance management around older people's integration as set out below. These objectives are based on what evidence tells us we could do better in terms of outcomes and experience, some of which is summarised in the attached dashboard appendix.

Shared Objectives for integrated services for older people

- a) Fewer older people in Southwark attending A+E: Integrated care developments are prioritising developing an alternative urgent care pathway to avoid older people admissions to A+E. Locally the number of older people attending A+E is rising and some two-thirds of the over-65s admitted to A+E are for a single episode, and a third of elderly admissions last a day or less
- b) Older people in Southwark being able to access the right care, in the right time, in the right place: Services in the community that promote self management, and can be accessed earlier and equitably. This would enable GPs to support reduced levels of unnecessary admissions to specialist and urgent care, as well as to reduce the length of stay in hospital provision
- c) Older people in Southwark living more independent lives: More and more older people are accessing personal budgets and holistic care, and they have told us that they want more control over their daily life and the services they receive
- d) More Southwark residents staying home rather than going into residential and nursing care: Southwark and Lambeth currently hold second and third position in London for highest permanent admissions to residential and nursing care

- e) Commissioning for outcomes and creating a financially sustainable care system: Exploring different contracting arrangements to support integrated pathways, driven by outcomes and experience. In the context of rising demand, higher requirements of care and funding by national government and reduced resources across all partners, particularly significant budget cuts across the CCG and local authority
16. In addition, the board is asked to agree a small number of performance indicators which can form the basis for monitoring progress going forward:
- a) Number of older people in Southwark attending A+E
 - b) Average lengths of stay in hospital
 - c) Number of people benefitting from homeward and Enhanced Rapid Response services, receiving holistic health assessments or care from community multidisciplinary teams
 - d) Proportion of older people feeling they have control over their daily life
 - e) Number of permanent admissions into residential and nursing care

Policy implications

17. The content of this report and the recommendations it proposes are consistent with all partner agencies' strategic planning ambitions, including the Council Plan, CCG operating plan and Joint Health and Wellbeing Strategy. The development of the programmes or work described above would also be consistent with national legislative developments, including the Care Bill, and funding initiatives. Any action stemming from the recommendations will need to consider these local and national requirements and will be brought back to the board as required.

Community and equalities impact statement

18. Local older people have told us they want better continuity of care, an opportunity to talk through concerns with someone focused on their whole needs, better coordinated care, and less time in hospital, and that they do not want to go into care homes. The recommendations in this report seek to support the achievement of these ambitions.
19. Any service reconfigurations which fall within the scope of the recommendations will undergo an impact assessment to ensure that decisions do not adversely affect any statutory groups with protected characteristics or sections of the community. This work will also build on the joint strategic needs assessment and consultation evidence. The conclusions on any such assessment will be used to challenge and finalise any agreed developments and delivery.

Legal implications

20. There are no legal implications contained within this report. Any actions or decisions flowing from it may have legal implications, and these would be presented to the board for consideration at the appropriate point.

Financial implications

21. There are no specific financial implications contained within this report. Any

actions or decisions flowing from it may have financial implications, and these would be presented to the board for consideration at the appropriate point.

REASONS FOR URGENCY

22. This paper's agreement is essential to supporting the local integration agenda. The ITF incentive (paragraph 5) and pace of developments in SLIC means that delay of item may potentially impact on delivery.

REASONS FOR LATENESS

23. Given the pace of developments in this area, the paper has needed to reflect changes and decisions taken in recent weeks. This has delayed its finalisation and sign off a few days over the committee deadlines.

BACKGROUND PAPERS

Background Papers	Held At	Contact
Health and Wellbeing Board agenda and minutes, July 2013	www.southwark.gov.uk	Everton Roberts 020 7525 7221

APPENDICES

No.	Title
Appendix 1	Dashboard – integration focus – pathway for older people

AUDIT TRAIL

Lead Officer	Sarah McClinton, Director of Adult Social Care, Children's and Adults' Services	
Report Author	Elaine Allegretti, Head of Strategy, Planning and Performance, Children's and Adult's Services	
Version	Final	
Dated	16 October 2013	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Legal Services	No	No
Strategic Director of Finance and Corporate Services	No	No
Strategic Director of Children's and Adults' Services	Yes	Yes
Date final report sent to Constitutional Team/Community Council/Scrutiny Team		16 October 2013

Dashboard – Integration focus

Southwark's Health and Wellbeing Board 22 October 2013

A: Profile of older people in Southwark

Older people's needs in Southwark

- There are around 22,300 people aged 65 or over, with another 5,000 predicted by 2025; nearly half, around 10,000, receive pension credits
- About 80% of the borough's older population is of white ethnicity, with black/black British making up the next largest group at 13%
- One in eight non-decent homes are occupied by over-60s, about 60% of older households rent and a round 9,200 are thought to live alone
- A man living in the most deprived 20% of the population dies on average 9.5 years before one in the least deprived 20% (6.9 years for women); the live council wards with proportionally the most 65+ are Camberwell Green, Livesey, The Lane, Brunswick Park and East Walworth
- At least 10,000 older people need help at home with simple daily tasks, and nearly 5,000 have problems with at least one aspect of their mobility
- Around 4,200 over-65s have BMIs greater than 30, although this is likely to be an underestimate
- Nationally around a quarter of adults in manual households smoke, compared to around 16% of non-manual households; it is also estimated that around one in seven over-65s smoke
- The Royal College of Physicians estimates that around 60% of older people admitted to hospital because of confusion, repeated falls at home, recurrent chest infections and heart failure may have unrecognised alcohol problems
- It is estimated that around 6,600 people over 65 will fall during the year, resulting in around 800 admissions to hospital, which is above expected admissions for the local population, which predicts around 540; nearly half the admissions are for people aged over 85
- An estimated 2,500 over-65s provide unpaid care to others
- There are estimated to be some 2,200 older people with moderate to severe sight impairment, and some 11,000 have a moderate to severe hearing impairment; around 4,800 over-65s are registered as podiatry service users

Long term conditions

- Some 12,500 over-65s have a limiting long-term illness, and nearly half of these are estimated to live alone
- There are around 1,500 over-65s with coronary heart disease and nearly 2,500 with diabetes but as many as half of sufferers go undetected; similarly nearly 6,000 with hypertension but this is thought to be around 80% of anticipated levels
- Over 65s make up less than 8% of registered GPs patients but account for half to three-quarters of long term condition disease registers
- There are an estimated 1,800 older people with dementia, although around 70% of care home residents are thought to have some form

B: Views from older people and practitioners

"Early intervention is important so people do not reach their lowest point and find it difficult to recover. It is important we are able to identify early warning signs so people could be given a bit of help, rather than a lot of help."

"I can manage with basic support but there is no help out there. It's difficult to know who to get support from."

"Elderly patients require a more targeted and personalised standard of care and the existing system does not cater effectively for vulnerable groups who require care at home."

"When I first started with the line dancing group, I hadn't done any exercise but then realised that I could and that it was enjoyable. I've got arthritis now but I dread to think what I would been like if I didn't exercise."

"We all meet in Morrisons in Peckham – it's a regular thing."

"I make myself part of the community – and go out to meet people."

"OAP groups are essential so that those living alone can meet friends – and also for transport."

"It's important to provide social activities, for example Christmas dinners. Without that some people would be isolated."

"Patient X is feeling in limbo. They don't know where they stand with all the changes – urgent care centre, walk in centre, A&E. They feel it is so difficult to get to see the GP."

C: Services and provision supporting older people

Adult social care services

Nearly 3,000 over-65s receive a full community care package, with nearly all in receipt of a personal budget

- The council arranged over 750,000 hours of homecare, for just over 1,000 clients
- Some 1,400 adults receive community reablement or intermediate care services after being in hospital, while nearly 1,200 are supported in residential or nursing care, and nearly 1,300 mental health service users receive professional support through the care programme approach
- Around 600 receive telecare, around 2,700 have alarms and nearly 400 receive meals on wheels
- There are nearly 100 'Extra Care' housing places, 2,900 people receive Supporting People supported accommodation and floating support in their own home, and over 1,303 carers were assessed in 2012/13, with 545 leading to a service and 808 getting advice and information
- There are 521 day services clients as part of care package

A+E and emergency admissions

- Although A+E attendance volumes have remained fairly stable over recent years, the number of over-65s has risen by around 10% over the three years to 2012/13, although over-65s account for 8% of population and 13% of A+E attendances
- Southwark is in the upper quartile nationally for over-65 emergency admissions
- Some two-thirds of the over-65s admitted to A+E are for a single episode, and a third of elderly A+E admissions last a day or less, but about 350 attend A+E five times or more a year
- The cost of A+E attendances by over-65s in 2009/10 was nearly £1.3m, while emergency admissions for the same period cost £21.3m
- An ambulance is called some 2,500 times for someone who had fallen, with nearly 1,700 taken to hospital and some 700 admitted, which is higher than national expectations
- The number of admissions for lung diseases, diabetes complications and heart failure are significantly higher than the England average
- About 20% of emergency admissions are for long term conditions, a further 18% for infections, and 13% for trauma or falls with severity; cardiovascular events accounts for 10% and cancer 7%
- The length of stay over 50 days is rising, with proportionally a 2% rise from 2010/11 to 2012/13, although there has been a 4% fall in the proportion of over-65s staying 21-49 days over the same period
- No evidence that 'winter demand' is overloading local A+E's, with peaks occurring at other times of the year depending on the age group

Southwark and Lambeth Integrated Care

- Established in May 2012 to provide integrated care to older people across both boroughs; covers over three-quarters of over-65s in Southwark, and around a third of GP practices have signed up
- Holistic health assessment are beginning to be undertaken in participating GPs, with 60-70 undertaken a month
- Support services include a GP-referral 'fast track' assessment for a geriatrician or therapist on same/next day; and the rapid response and nursing-led home ward services which provide nursing care, therapy and social care in the home to help people stay out of hospital

Mrs M

A local GP recently referred Mrs M to the Rapid Response service. She had suffered falls as a result of confusion following an infection. The team assessed Mrs M and agreed a care plan including some mobility exercises to improve her strength and balance and short term assistance with her personal care. Both Mrs M and her granddaughter said they felt the team was utterly professional – treating them with respect and listening carefully to their concerns. They both felt actively involved in the arrangement of the care plan, which the GP believes is the hallmark of a high-quality, integrated service.

"There is a huge variation in the quality of GPs and care, centralising the resources and specialism will help improve quality and cost effectiveness."

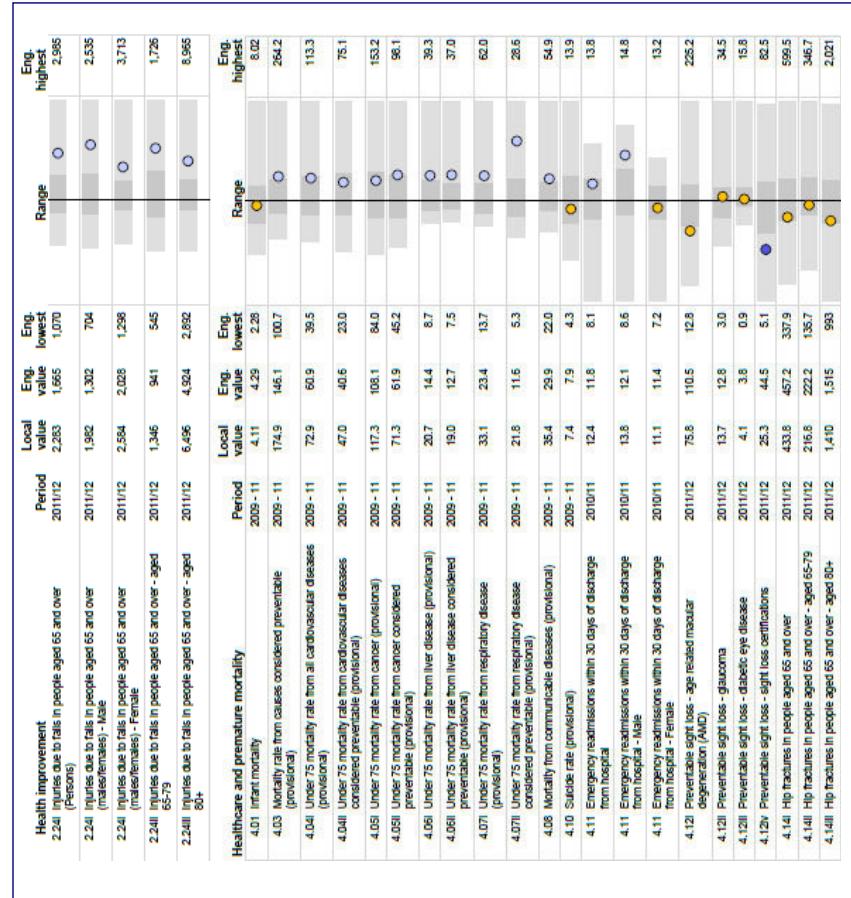
Martin

Martin, who is deaf and blind, attends Southwark Resource Centre three days a week. Born deaf, he lost his vision gradually. He had never learned to speak or to use any formal sign language and he has a moderate learning disability. He has attended day services for approximately 20 years. Over the past year, support staff have helped him become more independent, such as using the toilet, feeding himself and developing her memory and recognition of objects. He is now much more engaged, independent and active, while at the centre than previously. He has a 'communication passport' which was developed by the support staff, containing pictures of familiar signs he uses to communicate. He has now begun to learn new signs and to communicate pro-actively with other people.

D: Adult social care outcomes framework

	2011/12 (final) Southwark	2012/13 (provisional) Southwark	2012/13 (provisional) London
1a Social care related quality of life (composite measure from user survey)			Health improvement
1b The proportion of people who use services who have control over their daily life (user survey)	67.7%	16.1 66.6%	2.4a) Injuries due to falls in people aged 65 and over (Persons)
1c.1 The proportion of people using social care who receive self-directed support (part 1)	60%	70.7	2.4a) Injuries due to falls in people aged 65 and over (males)
1c.2 The proportion of people using social care who receive self-directed support via direct payments (part 2)	31%	63.5% 30.4%	2.4a) Injuries due to falls in people aged 65 and over - female
1d Carers reported quality of life (composite measure from carers survey)	n/a	7.4	2.4a) Injuries due to falls in people aged 65 and over - aged 65+
1e Proportion of adults with learning disabilities in paid employment	9.7% 4.0%	5.6% 4.5%	2.4a) Injuries due to falls in people aged 65 and over - aged
1f Proportion of adults with learning disabilities in contract with secondary mental health services in paid employment	9.4% 6.1%	9.4% 6.1%	Healthcare and premature mortality
1g Proportion of adults with learning disabilities who live in their own home or with their family	66.3%	73.1% 71.4%	4.01 Infant mortality
1h Proportion of adults in contact with secondary mental health services living independently, with or without support	60.8% -	67.7% 80.4%	4.03 Mortality rate from causes considered preventable (provisional)
1i Social isolation new measure from 2013/14; a) % users who "have as much social contact as I want with people I like"	72%	72% 72%	4.04 Under 75s mortality rate from all cardiovascular diseases (provisional)
1b Social isolation (new measure from 2013/14); a) % carers who "have as much social contact as I want with people I like"	-	35% 28%	4.05 Under 75s mortality rate from cardiovascular diseases (considered preventable [provisional])
2a.1 Permanent admissions to residential and nursing care homes per 100,000 population - part 1 younger people	6.8	9.6 10.8	4.05 Under 75s mortality rate from cancer (considered preventable [provisional])
2a.2 Permanent admissions to residential and nursing care homes per 100,000 population - part 2 older people	665	790 495	4.06 Under 75s mortality rate from liver disease (provisional)
2x Effectiveness of prevention/preventative services - placeholder to be developed			4.06 Under 75s mortality rate from liver disease (considered preventable [provisional])
2b.1 Proportion of older people (65 and over) who were still at home 91 days after discharge from hospital into reablement/rehabilitation services (part 1)	90.7%	77.2% 85.9%	4.07 Under 75s mortality rate from respiratory disease (provisional)
2b.2 Coverage of reablement: Proportion of older people discharged from hospital receiving reablement	2.8% 2.8%	3.6% 4.0%	4.07 Under 75s mortality rate from respiratory disease (considered preventable [provisional])
2c.1 Delayed transfers of care from hospital (all) per 100,000 ppn. (part 1)	5.3	4.4 7.1	4.08 Mortality from communicable diseases (provisional)
2c.2 Delayed transfers of care from hospital attributable to social care or both NHS and social care per 100,000ppn. (part 2)	1.9	1.6 2.7	4.10 Suicide rate (provisional)
2d New for 2014/15: The outcomes of short term services: sequel to services			4.11 Emergency admissions within 30 days of discharge from hospital
2e Effectiveness of reablement - placeholder to be developed			4.11 Emergency admissions within 30 days of discharge from hospital - male
2f A measure of the effectiveness of post diagnosis care in sustaining independence and improving quality of life – placeholder (dementia)			4.11 Emergency admissions within 30 days of discharge from hospital - female
3a Overall satisfaction of people who use services with their care and support (User survey results received)	49.4%	53.1% 58.2%	4.12 Preventable sight loss - age related macular degeneration (AMD)
3b Overall satisfaction of carers with social services (carers survey)	n/a	44.4 65.5%	4.12 Preventable sight loss - glaucoma
3c The proportion of carers who report that they have been included or consulted in discussion about the person they care for	n/a	34.6 65.9%	4.12b) Preventable sight loss - diabetic eye disease
3d The proportion of people who use services and carers who find it easy to find information about services (user survey and carers survey)	71.2%	69.7% 68.2%	4.12b) Preventable sight loss - sight loss certifications
3e Placeholder: Improving people's experience of integrated care			4.14a) Hip fractures in people aged 65 and over
4a The proportion of people who use services who say that those services have made them feel safe and secure (user survey)	51.6%	56.5% 60.2%	4.14a) Hip fractures in people aged 65-79
4b The proportion of people who use services who say that those services have made them feel safe and secure (user survey)	64.7%	73.4% 73.1%	4.14b) Hip fractures in people aged 65 and over - aged 80+
4c Effectiveness of safeguarding – placeholder to be developed			

E: Public health outcomes framework (selected)



F: Statutory and regulatory frameworks

National shared commitment to integrated care and support

- Integrated care to be the 'norm' by 2018
- Adoption of National Voices definition and narrative on integration
- Appoint 10 'pioneer' localities to test new models of integration; expectation that further pioneer waves will follow
- Develop, with pioneer localities, a new way of measuring people's experience of integrated care and support; will be basis of performance measures for integration Transformation Fund

Integration Transformation Fund

- June Spending Round announced creation of Integrated Transformation Fund to support health and social care services to work more closely together in local areas, based on a plan agreed between the NHS and LAs
- Fund totals £3.8bn in 2015/16
- To access funding, CCGs and LAs must develop joint two-year plans of how pooled funding will be used and the ways in which the national and local targets attached to the performance-related £1 billion will be met

Care Bill

- Redraws entitlement to assessment for service users and carers based on need
- Duty to prevent, reduce or delay need for support
- Duty to provide preventative advice and guidance, including to those not eligible for support, and to consider what support would delay need for support
- Duty to provide all adults with eligible care needs with a personal budget
- Stronger entitlements for carers, and scope for adults' assessment frameworks to be applied to under 18s
- Duty to ensure sufficiency of provision
- Places safeguarding adults boards on statutory footing

Regulatory framework

A: National and local targets

- National and local targets under development; so far the LGA and NHS England have indicated that local plans must meet the following conditions:
 - Be jointly agreed and for the protection for social care services (not spending)
 - Enable seven-day working in health and social care to support patients being discharged and prevent unnecessary admissions at weekends
 - Better data sharing between health and social care, based on the NHS number
- A joint approach to assessments and care planning
- Where funding is used for integrated packages of care, there will be an accountable professional
- Risk-sharing principles and contingency plans if targets are not met - including redeployment of funding if local agreement is not reached
- Agreement on the consequential impact of changes in the acute sector

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