

Health and Social Care Integration Background to the Bill



Integrated health and social care means services that are planned and delivered seamlessly from the perspective of the patient, service user or carer, and systems for managing those activities that actively support this.

Consultation

The Scottish Government consultation, published in May 2012, laid out proposals to deliver better outcomes for people through integration. The proposals aimed to inform and change the way that the NHS and Local Authorities work together and in partnership with the third and independent sectors. Proposals included changes to how adult health and social care services are planned and delivered, aiming towards a seamless experience from the perspective of the patient, service user or carer. The changes are intended to improve people's experiences of services, ensure spending is used effectively and efficiently and to overcome the barriers that currently exist.

The consultation outlined the key features of effective integration and asked for views on proposed new legislation. The proposals were based on the 4 main principles:

1. Nationally agreed outcomes that apply across adult health and social care
2. Statutory partners will be accountable to Ministers, Local Authority leaders and the public
3. Integrated budgets across adult health and social care
4. Role of clinicians and care professionals will be strengthened in the commissioning and planning of services. There will also be increased engagement of third and independent sectors.

The main proposition of the consultation was based on national leadership and joint agreement of outcomes between NHSScotland and Local Authorities, who currently have different performance management systems. National agreement of outcomes should introduce a mechanism to ensure they are jointly clear about priorities and jointly accountable. How to achieve these outcomes will then be down to local need.

The consultation detailed that new senior Jointly Accountable Officer roles would be appointed to manage the budget and oversee the delivery of outcomes, reporting to the CEO of the NHS board and Local Authority.

What of the role of the third sector?

The consultation referred to increased engagement of the third sector, and this is further touched on in the sections detailing community planning, locality planning and the commissioning of services. However, there were no clear guiding principles and values over the involvement of users, carers and the third sector in decision making processes.

The Christie Commission highlighted that there should be a priority on preventative measures and promoting equality. Services should:

- be focussed on people, communities and their skills, capacities and skills
- build on community, family and individual assets
- work together effectively to achieve outcomes focussing on improving the quality of life, and social and economic wellbeing, and
- be transparent, accountable, cost effective and effective.

Third sector responses

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The third sector highlighted the need for community involvement with clear principles over involvement, engagement and accountability. In particular there is a need for the following:

- A focus on equality, co-production and asset-building of communities with links in the planned legislation to service planning and delivery. This goes hand in hand with a better understanding of need and a consideration of the wider determinants of health (social model of health).
- Engagement of the third sector in both planning and delivering integration, from partnership committees, in strategic commissioning through to local planning and delivery.
- A focus on the services currently provided by the third sector and their sustainability.
- Services that are accountable to service users and carers.

Scottish Government Response

The Scottish Government received 315 responses from Local Authorities, NHS boards, Third sector organisations, professional organisations, primary care, carers and individuals. In February 2013, the Scottish Government published their response to the consultation. These are the key points of the response:

Who is the legislation for?

- Respondents highlighted that approaches to integration should be considered in terms of people's wellbeing and state of health, and the complexity of their needs. The Scottish Government acknowledged this and emphasised the scope of **the legislation will include all adults**. However, they highlighted that an important early priority is to address improving outcomes for adults with multiple long-term conditions and complex support needs. Many of those people are older and this is the initial focus. They noted that this initial focus will not diminish their focus on assuring good outcomes for other groups of people as well.
- This approach is focused on adults. The Scottish Government highlighted that this outcomes-focused approach will also be applied to **children's services** through provisions in the Children and Young People Bill on the joint planning of services to support children's well-being by local authorities and health boards.

What to legislate for?

- The Scottish Government recognised the **importance of public, third and independent sector partners** working together more effectively, with users and carers, to plan for and provide services that take account of people's **broader circumstances**.
- They also stated that the intention is to legislate to require NHS boards and Local Authorities to integrate health and social care services for all adults, and local agreement would decide whether to include other areas of service.

National Outcomes

- Scottish Government agreed with the principle that **nationally agreed outcomes should be defined in terms of individuals' experience of wellbeing, independence and control over how they wish to live their lives**. They believe that this approach provides the most effective means to achieve a shift in outcomes for individuals in their day-to-day experience of health and social care support.
- Nationally agreed outcomes will be **agreed in partnership** with partners in the public sector, and with **input from stakeholders in the third and independent sectors**.

Governance and Accountability

- The Scottish Government recognised the valuable role of the third and independent sectors in providing good quality support to people and partnership working. They placed

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emphasis on NHS boards and Local Authorities under a duty to work together effectively and in **collaboration with key stakeholders** (including the third sector) to deliver nationally agreed outcomes, to deliver better outcomes for individuals.

- They also intend to legislate for committee arrangements that confer voting rights on statutory members of the Health and Social Care Partnership Committee, and to strengthen these arrangements by legislating to require additional membership of the committee covering **professional, carer, user and public interests**.
- The relationship between Community Planning Partnerships and Health and Social Care Partnerships will not be hierarchical. Community Planning Partnerships provide a mechanism via which the **different partners in public service delivery in a community come together to plan effective co-ordinated provision**. Health and Social Care Partnerships, whose function will be to plan for and deliver, as a minimum, adult health and social care services, will be partners in the process of community planning.

Integrated budgets and resourcing

- The Scottish Government intend to legislate so that it is necessary for all local partnerships to reach **agreement on integrated arrangements to be implemented locally**, subject to the specifications described in legislation. There will be provision for arrangements to be put in place where there is local failure to agree.
- Budgets will be fully integrated.
- Legislation will definitely include a Jointly Accountable Officer role.

Professionally led locality planning and commissioning of services

- The Scottish Government recognised that the success of locality planning arrangements will be central to the success of proposals. These need to be **agreed and implemented locally**.
- They intend to legislate for a duty on Health and Social Care Partnerships to **'engage with and involve'**, rather than merely to 'consult' local professionals, across extended multi-disciplinary health and social care teams, **the third and independent sectors, and for representatives of patients, people who use services, and carers** regarding how best to put in place local arrangements for planning service provision.

What next?

A Bill Advisory Group was set up to inform the development of the legislation. Six short life working groups supported the group in the development of the Bill. They focused on:

- Integrated resources
- Joint Strategic Commissioning
- Human Resources
- Workforce Development
- Governance & Accountability
- Outcomes

The Health and Social Care Integration Bill is expected to be introduced to the Scottish Parliament in May 2013 and to be passed by early 2014.