

SUBJECT: Gwent Frailty Programme Section 33 Renewal

Directorate: Social Care and Health.

MEETING: Adult Select/Cabinet

DATE: 1st March 2016

DIVISIONS/WARD AFFECTED: ALL

1. Purpose of the report

1.1 The inform Adult Select Committee on the proposal to review and renew the Section 33 agreement (Health Act 1999) between Aneurin Bevan University Health board and the five local authorities– Blaenau Gwent, Caerphilly, Monmouthshire, Newport and Torfaen.

2. Recommendations

2.1 Adult Select Committee are asked to consider the proposals outlined which have been agreed by the Gwent Joint Frailty Committee (GJFC) and present recommendations to Cabinet about how Monmouthshire County Council should proceed.

The proposal and associated changes form a package of measures to improve the sustainability of the service and include:

- ABUHB and each Local Authority individually confirming its financial contribution to the Frailty Programme, recurrently, for at least the period of the loan repayment (up to and including financial year 2020/21) – this will include declared and ex-Invest to Save (I2S) funding for pooling. This will require a firm commitment from 2016/17 and onward budgets, with a longer term financial plan being developed and agreed, to ensure value is achieved from the investment and efficiency improvements.
- A programme of efficiency savings shared by partner organisations on the basis of relative I2S funding contributions to ensure overall programme costs are managed within agreed budget funding levels.

- Any Partner proposing to disinvest in the frailty programme must not shift a service burden to another partner and will be subject to the terms of the Section 33 agreement.

3. Key issues

3.1 The Gwent Frailty Programme (GFP) is a transformational programme between the five neighbouring local authorities in the former Gwent area and Aneurin Bevan University Health Board (ABUHB). Its aim is to provide services to frail people across the area in a way that is person centred and focused on the needs of individuals, rather than organisations. It is regarded by the Welsh Government as one of Wales' iconic projects, and has been backed by repayable Invest to save funding of £6.3 million.

Gwent Frailty has been developed in recognition that many aspects of current models of health and social care provision are unsustainable and that more effective whole system working is necessary to address increasing demand for services which meet frail individuals' needs.

3.2 The five local authorities (Blaenau Gwent, Caerphilly, Monmouthshire, Newport and Torfaen) engaged in the Frailty Programme with Aneurin Bevan University Health Board (ABUHB) agreed a Section 33 agreement from 2011/12 – 2013/14. The formula for funding agreed was that ABUHB agreed to contribute 77% of the additional investment required, with the other 23% additional investment agreed to be contributed by local authorities.

3.3 The formula for I2S payback was in simple terms based on the anticipated savings each of the partners would receive from the investment. For local authorities that was expected to be in terms of reduced packages of care and care home beds. For ABUHB savings were expected from reductions in bed day usage.

3.4 The previous Section 33 and the programme was overseen by the GJFC comprising; cabinet/Executive Members for Social Services for each of the five local authorities and an independent member of the ABUHB. This executive board was supported by an Operational Coordinating Group (OCG) comprising; operational managers which supported the day to day delivery of the programme.

3.5 The review of the programme has also been guided by two external reviews, the Cordis Bright Review (commissioned by the GJFC in July 2014 and previously reported to Adult Select Committee), and the Wales Audit Office (WAO) review published in December 2015 (and to be reported to Adult Select Committee's across the whole partnership at a date to be arranged)

The WAO report (Dec 2015) concluded that...*'the Programme has demonstrated positive regional cross-sector partnership working to tackle growing community-based needs, but it has not evidenced tangible outcomes, which will be important*

as partners determine the future of the Programme.'

The Cordis Bright review:

The GFJC received and confirmed the report and 4 key challenges emerged from the review:

- Acknowledgment that cash releasing savings were unlikely, but cost avoidance may have been achieved.
- The need to shift to a consistent service model across Gwent, based on the most effective evidence based approach.
- The need for better information and performance capture to allow evaluation to be performed and develop future targets for CRTs, including service efficiencies.
- Establish a single Frailty Director to manage the service and its development aligned to the recommendations of the review and future direction for Frailty in Gwent.

3.6 The introduction of the Frailty Programme Director has been established and is helping guide the programme.

The Programme Director will also become the designated budget holder at programme level but will delegate to the Community Resource Teams (CRT)/Integrated Service Teams (IST) Managers at an operational level, with some budget accountability being held by ABUHB Community Divisional Nurses and Local Authority Head of Service.

3.7 Locality Delivery Plans (LDP) will be introduced for 2016/17 which will include a service delivery statement, resources and all associated costs for the five county boroughs. The CRT/IST will report monthly to the Programme Director on financial and delivery performance. This process is the first stage in the revised governance process.

4. Reasons

4.1 The revised section 33 agreement will allow the successful partnership between the five local authorities and ABUHB to continue whilst firming up financial, performance and governance arrangements to reflect the changes that have occurred since the original agreement in 2011.

The changes Members need to consider are:

4.1.1 Finance

- The amalgamation of the declared and ex-Invest to Save budgets to be met by respective partners;
- Pooling of funds at a locality level;
- Creation of specific pools for Lead Commissioning, demand-led services and Welsh Government payback; and
- Revised arrangements for investment/disinvestment.

4.1.2 Programme Delivery and Performance Reporting

The introduction of the Programme Director (as suggested by Cordis Bright) has allowed the streamlining of day to day decision making within the programme as well as developing the strategic direction for the programme.

4.1.3 Governance.

Since this programme was implemented the Greater Gwent Health, Social Care and Well-being Partnership has been developed as a new statutory key Partnership body established to lead and guide the implementation of the Social Services and Well Being (Wales) Act 2014 in the Gwent area (covering the areas of Blaenau Gwent, Caerphilly, Monmouthshire, Newport and Torfaen).

This has driven the need to revise the governance structure for the Gwent Frailty programme; the implementation date is still to be confirmed but will be no earlier than April 2016. As a result of the review a new governance framework has been developed to deliver the Frailty Programme, shown in appendix 1.

4.1.4 It is agreed by all Partners that the Programme should now be treated as business as usual and not attract any speciality status; however periodic formal meetings will still need to occur to track the Programme's performance and financial situation. This was highlighted in the WAO report.

5. Resource implications

5.1 The previous agreement differentiated between new Invest to save funding from Welsh Government and the budgets relating to core services from each of the partners that were invested into the programme. The invest to Save funding is now fully integrated into the programme, and the new agreement takes into account the payback arrangement to Welsh Government (based on the same formula as agreed in 2011 but with a longer timescale for repayment).

5.2 The changes to the financial arrangements do mean that we are required to fund the shortfall of £116,584 being our ex Invest to Save allocation which ceases on 31st March 2016. The new section 33 agreement from 1st April 2016 onward requires each partner to fund their ex Invest to Save allocation.

Our ex Invest to Save allocation funds three staff posts as detailed below: -

- 1 Full time social worker,
- 1 Part time 18.5 hour per week social worker
- 1 Part time 2 days per week Falls Occupational Therapist post
- Plus associated on costs such as employers National Insurance and pension contributions, travel costs etc.

Within the 2016/17 Social Care and Health directorate budget allocation for 2016/17, a finance resource has been identified to fund the shortfall.

6. Consultees

Tyrone Stokes – SCH Finance Manager
Claire Marchant Chief Officer SCH

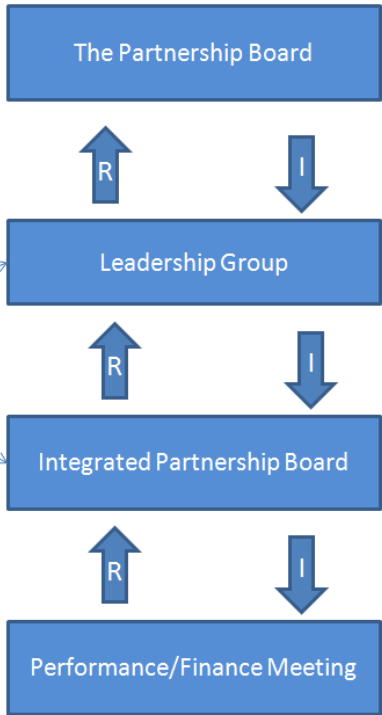
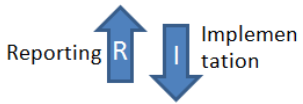
7. Background Papers: Appendix 1: Governance Structure

8. Author: Julie Boothroyd, Head of Adult Services, Monmouthshire Social Care and Health

Gwent Frailty Governance and Work-stream Reporting Arrangement

Note – OCG replaced by combination of Service Improvement Group and Leadership Group.

Service Improvement Group
Aim: to identify and deliver service improvement.
Members: Prog Dir, Prog Mgr, Proj Mgr, Perf Mgr, HoS, Div Nurse, CRT Mgrs.
Note – this is a working group.



New version of current GFJC with similar decision making powers.

Existing - This is the current meeting for Directors which will adopt Frailty OCG powers of decision making.

Existing - By Locality to report on locality based operational Frailty decisions for that borough.

New - CRT/IST Mgr to report monthly on performance & finance mgt for their borough.