



INTEGRATION JOINT BOARD

Date of Meeting	24 th of March 2020
Report Title	Revised Scheme of Integration to Host Grampian-wide Mental Health and Learning Disability Services
Report Number	HSCP.19.107
Lead Officer	Sandra MacLeod Chief Officer
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Consultation Checklist Completed	Yes
Directions Required	No
Appendices	None

1. Purpose of the Report

- 1.1 The purpose of the report is to advise the Integration Joint Board (IJB) of the transfer of operational and budget responsibility for Grampian-wide Mental Health and Learning Disability Services (MHL D) to the Chief Officer of Aberdeen City Health and Social Care Partnership (HSCP); to seek agreement from the IJB that it hosts MHL D services on behalf of Aberdeenshire and Moray IJB's and that it accepts the financial arrangements around that; and to give prior notice of the related changes proposed to the Integration Scheme.

2. Recommendations

It is recommended that the Integration Joint Board:

- a) Note that NHS Grampian (NHSG) will be delegating operational responsibility and the associated budget for Grampian-wide inpatient and specialist Mental Health and Learning Disability Services to the Chief Officer of the Aberdeen City Health and Social Care Partnership



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- (HSCP) which will be set out in Annex 1, Part 2 B of the Integration Scheme;
- b) Consider and agree to the proposal that Aberdeen City Integrated Joint Board (IJB) hosts Grampian-wide inpatient and specialist Mental Health and Learning Disability (MHL) Services on behalf of Aberdeenshire IJB and Moray IJB;
 - c) Note that NHSG will continue to fund any deficit arising from the inpatient and specialist Mental Health and Learning Disability Services delegated under these arrangements;
 - d) Note the proposals to amend the Integration Scheme for Aberdeen City and that it will be revised and submitted to Aberdeen City Council and NHSG for approval.

3. Summary of Key Information

Operational Responsibility for Grampian-wide MHL Services

- 3.1 In April 2016, NHS Grampian delegated the strategic planning and management of community-based Mental Health and Learning Disability Services (MHL) to Aberdeen City, Aberdeenshire and Moray IJBs. Community based services include Adult Community Mental Health Teams, Older Adult Community Mental Health Teams, Substance Misuse Services and Learning Disability Community Teams. Moray Integration Joint Board (IJB) also has delegated authority for the inpatient services at Dr Gray's Hospital in Elgin (Ward 4) and Seafield Hospital in Buckie (Muirton Ward). Aberdeenshire IJB has delegated authority for inpatient services in community hospitals at Fraserburgh (Bruckley Ward), Inverurie (Ashcroft Ward) and Banchory (Scolty Ward).
- 3.2 The IJB currently has the responsibility for the strategic planning of delegated services. However, NHSG currently has responsibility for the operational management of Grampian-wide inpatient and specialist MHL Services which includes the following:
- Inpatient and specialist services at the Royal Cornhill Hospital
 - Inpatient and specialist services at Elmwood at Royal Cornhill Hospital
 - Residential Community Rehabilitation Service at Polmuir Road
 - Residential Forensic Community Rehabilitation Facility at Great Western Lodge
 - Psychotherapy (outpatient)
 - Eating Disorder Service (outpatient)
 - Eden Unit (North of Scotland)



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- Managed Clinical Network for Eating Disorders
- Adult Liaison Psychiatry Service
- Older Adult Liaison Psychiatry Service
- Unscheduled Care
- Rehabilitation Services (outpatient) for Adult Mental Health
- Forensic Services
- Perinatal Services
- Gender Identity Services
- Child and Adolescent Mental Health Service
- Business and Support Management Services across inpatient and specialist services

Finances for Grampian-wide MHL D Services

- 3.3** The Net Budget for Grampian MHL D Services for 2020 to 2021 is £37M and NHSG Finance are forecasting a £1.8M overspend. The Grampian MHL D Services are also planning to achieve a 2% efficiency (£750,000) so the expected budget to be transferred by NHSG to cover the projected spend is £38M (subject to inflation and earmarked funds adjustments).
- 3.4** Given the financial pressures in the whole system there is an expectation that any service delegated is fully funded, so as not to place financial pressure on the IJBs or the other partners who may need to pick-up a share of any overspend.
- 3.5** On 1st of April 2020, NHS Grampian plan to transfer the revenue budget to the IJBs and will ensure resource is available for the forecasted spend on Grampian-wide inpatient and specialist MHL D Services. There is currently a financial deficit within the inpatient and specialist MHL D services. NHS Grampian have agreed to underwrite any financial loss on inpatient and specialist MHL D Services for up to two financial years (from 1st of April 2020 to 31st of March 2022).
- 3.6** If a financial deficit remains at the end of this period, then after discussion and agreement with NHS Grampian, the three IJBs and the respective local authorities an agreed budget will be proposed for approval.
- 3.7** This option has been used by other areas when delegating services to provide some protection to the IJBs over the transition period. The Chief Officer for Aberdeen City IJB would have operational responsibility for the service and operational budget responsibility. This will allow time for the Transformation Board (Grampian MHL D) to develop a Transformation Programme Plan to deliver the strategic intent set out in the Grampian-wide



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Framework and secure a more sustainable model of care to better balance a population approach, person centred care and achieving best value.

Transition to Host Arrangements

- 3.8** For a service or function to be delegated, Aberdeen City, Aberdeenshire and Moray IJBs, Aberdeen City, Aberdeenshire and Moray Councils and NHSG need to agree that this is a reasonable course of action. Paragraph 4.7 of the Integration Scheme provides for an arrangement whereby an IJB hosts delegated services on behalf of other integration authorities. Where this is the case, the IJB will consider and agree the hosting arrangements.
- 3.9** The Scheme of Integration already delegates the functions and services for all Mental Health and Learning Disability Services from NHSG and Aberdeen City Council to the Aberdeen City IJB. However, NHSG has not transferred the operational responsibility and budget for Grampian-wide inpatient and specialist Mental Health and Learning Disability Services.
- 3.10** NHSG recently made an undertaking to the Scottish Government that this will be done by the 1st of April 2020. In line with the transition of delegatory responsibility to the Chief Officer, Aberdeen City IJB, for the operational management and associated budget of the Grampian-wide inpatient and specialist MHL D Services, the proposal would then be for these services to be hosted by Aberdeen City IJB from 1st of April 2020 on behalf of Aberdeenshire and Moray IJBs.
- 3.11** In preparation for readiness, a Transitions Steering Group (Grampian MHL D) was established in December 2019 to ensure the effective governance, management, delivery and monitoring of Grampian-wide inpatient and specialist MHL D Services as we transition to host arrangements. There is representation from clinical, professional, service/business support and staffside across NHS Grampian and Aberdeen City, Aberdeenshire and Moray IJBs. The Transitions Steering Group (Grampian MHL D) has developed a Governance Framework to ensure clear lines of financial, clinical and care governance and educational governance are in place across delegated community MHL D and hosted inpatient and specialist MHL D Services to ensure an integrated whole system approach.
- 3.12** Following transition to host arrangements, the IJB would continue to liaise with the relevant bodies across the North of Scotland and nationally in the provision of inpatient and specialist services (e.g. inpatient beds for Orkney and Shetland and the Eden Unit for the North of Scotland). The IJB will also continue to liaise with the relevant national bodies to purchase inpatient beds



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for medium secure at Rohallian Perth and inpatient services for young people in Dudhope Dundee.

Changes to the Scheme of Integration

- 3.13** A review of the Integration Scheme is currently being taken forward by the Chief Officer and it is planned to consult with the public on these amendments where appropriate before reporting to the Council and NHSG for approval. To date the majority of the changes are to reflect decisions that are already been adopted by the IJB, such as changes to their strategic plans or standing orders.
- 3.14** The IJB will be required to amend the Scheme of Governance to delegate operational delivery and the budget of those services to the Chief Officer of the Aberdeen City HSCP.

4. Implications for IJB

Equalities

- 4.1** The transition of NHSG inpatient and specialist MHL D Services to Aberdeen City IJB to host on behalf of the three Integration Authorities will have no direct impact on service users, carers, families or the community. The transition to host arrangements does not lead directly to any change to current way services are planned and delivered. An Equalities Human Right Impact Assessment Report has been completed and submitted to committee services.

Fairer Scotland Duty

- 4.2** The transition of NHSG inpatient and specialist MHL D Services to Aberdeen City IJB to host on behalf of the three Integration Authorities will not directly change service delivery arrangements but ensure the governance around the management of services is more integrated. The impact will be felt with the strategic planning of services which are included in host arrangements. The development of the Grampian-wide Strategic Framework and respective Transformation Programme Plan will take account of the Fairer Scotland Duty and further Equality and Human Right Impact Assessments (EHRIA) will be undertaken.



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Financial

- 4.3** The Net Budget for Grampian MHL D Services for 2020 to 2021 is £37M and NHSG Finance are forecasting a £1.8M overspend. The Grampian MHL D Services are also planning to achieve a 2% efficiency (£750,000) so the expected budget to be transferred by NHSG to cover the projected spend is £38M (subject to inflation and earmarked funds adjustments). NHS Grampian have agreed to underwrite any financial loss on inpatient and specialist MHL D Services for up to two financial years (from 1st of April 2020 to 31st of March 2022).
- 4.4** There are no direct financial risks arising from the approval of the Strategic Framework. The Transformation Programme Plan will aim to ensure whole system collaboration to better balance a population approach, person centred care and secure best value with the available resources.
- 4.5** If a financial deficit remains at the end of this period, then after discussion and agreement with NHS Grampian, the three IJBs and the respective local authorities, an agreed budget will be proposed for approval by respective Boards.

Workforce

- 4.6** The delegated functions will not lead to changes in the Terms and Conditions of staff, who will remain employed by the NHS Grampian, Aberdeen City Council, Aberdeenshire Council or Moray Council.
- 4.7** A change to line management arrangements will be for the Head of NHSG Mental Health and Learning Disability Services who will now report to the Chief Officer for Aberdeen City Health and Social Care Partnership (HSCP) and the Clinical Director/Medical Director for Mental Health and Learning Disabilities who will now report on operational matters to the Chief Officer for Aberdeen City HSCP. The Clinical/Medical Director will also continue to report to professional medical matters and clinical governance to the Medical Director for NHSG. Both will join the Aberdeen City Health & Social Care Partnership Leadership Team.
- 4.8** The Medical Director and Executive Nurse Director in NHSG continue to remain responsible for the assurance of clinical and care governance across delegated and hosted Mental Health and Learning Disability Services (community, inpatients and specialist) on behalf of the 3 Integration Authorities and NHSG.

Legal



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- 4.9** The revised Scheme of Integration ensures compliance with the legislative framework for the IJB.

Other

- 4.10** None identified.

5. Links to ACHSCP Strategic Plan

- 5.1** Resilience - Working with our partners to support people so that they can cope with, and where possible, overcome the health and wellbeing challenges they may face.
- 5.2** Personalisation – Ensuring that the right care is provided at the right place at the right time when people are in need. Ensuring that our systems as are simple and efficient as possible.

6. Management of Risk

Financial Risk

- 6.1** The Grampian MHL D Services are also planning to achieve a 2% efficiency (£750,000).
- 6.2** The Net Budget for Grampian MHL D Services for 2020 to 2021 is £37M and NHSG Finance are forecasting a £1.8M overspend. The Grampian MHL D Services are also planning to achieve a 2% efficiency (£750,000) so the expected budget to be transferred by NHSG to cover the projected spend is £38M (subject to inflation and earmarked funds adjustments). NHS Grampian have agreed to underwrite any financial loss on inpatient and specialist MHL D Services for up to two financial years (from 1st of April 2020 to 31st of March 2022).
- 6.3** If a financial deficit remains at the end of this period, then after discussion and agreement with NHS Grampian, the three IJBs and the respective local authorities, an agreed budget will be proposed for approval by respective Boards.
- 6.4** There are no direct financial risks arising from the approval of the Strategic Framework. The Transformation Programme Plan will aim to ensure whole system collaboration to better balance a population approach, person centred



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care and secure best value with the available resource. Any financial implications arising from the Transformation Programme will be fully appraised and considered for approval by the IJBs and NHSG.

Governance Risk

- 6.5** There is a perceived risk that transition to delegated services could have an impact on the clinical and care governance of inpatient and specialist MHL D Services. In order to provide assurance, the Transitions Steering Group (Grampian MHL D) has developed a Governance Framework to set out clinical, care and financial governance arrangements for delegated community services across Aberdeen City, Aberdeenshire and Moray IJBs and delegated inpatient and specialist services hosted by Aberdeen City IJB on behalf of the Aberdeenshire and Moray IJBs.

Legal Risk

- 6.6** No direct legal risks have been identified at this time. Any major change to service delivery arising from the development of the Transformation Programme Plan will be managed in line with the guidance set out in the Scottish Health Councils Major Service Change process and timeline for public consultation.

7. Link to risks on strategic or operational risk register:

2.	There is a risk of financial failure, that demand outstrips budget and IJB cannot deliver on priorities, statutory work, and projects an overspend.	High
3.	There is a risk that the outcomes expected from hosted services are not delivered and that the IJB does not identify non-performance in through its systems. This risk relates to services that Aberdeen IJB hosts on behalf of Moray and Aberdeenshire, and those hosted by those IJBs and delivered on behalf of Aberdeen City.	High
4.	There is a risk that relationship arrangements between the IJB and its partner organisations (Aberdeen City Council & NHS Grampian) are not managed to maximise the full potentials of integrated & collaborative working. This risk covers the arrangements between partner organisations in areas such as governance; corporate service; and performance.	Low
6.	There is a risk of reputational damage to the IJB and its partner organisations resulting from complexity of function, delegation and delivery of services across health and social care.	Medium



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How might the content of this report impact or mitigate these risks:

- 7.1** Risk 2 – The financial arrangements aims to mitigate the financial risk of the gap between the budget and actual spend trends for inpatient and specialist MHL D Services.
- 7.2** Risk 3 – The development of a Performance Dash Board for Grampian-wide MHL D Services will ensure implementation of the 30 National Quality Indicators and other nationally and locally directed Key Performance to ensure the effective monitoring and reporting of community, inpatient and specialist MHL D Services to the respective NHSG and IJB Boards.
- 7.3** Risk 4 – The Sponsoring Group for all delegated hosted services is the North East System Wide Transformation Board to ensure cross system working across NHSG, IJBs and Council partners.
- 7.4** Risk 6 – The development of a robust Governance Framework for Grampian-wide MHL D Services (community, inpatient and specialist) will ensure clarity of function, delegation and delivery of services across health and social care for delegated community and delegated inpatient and specialist services hosted by the Aberdeen City IJB.

Approvals	
<i>These will be added once your report has final approval for submission to committee.</i>	Sandra MacLeod (Chief Officer)
<i>These will be added once your report has final approval for submission to committee.</i>	Alex Stephen (Chief Finance Officer)