



## INTEGRATION JOINT BOARD

<b>Date of Meeting</b>	6 February 2024
<b>Report Title</b>	Complex Care
<b>Report Number</b>	HSCP.24.006
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<b>Consultation Checklist Completed</b>	Yes
<b>Directions Required</b>	No
<b>Exempt</b>	No
<b>Appendices</b>	a. Complex Care Full Business Case (Exempt) b. Complex Care Market Position Statement c. Complex Care Integrated Impact Assessment d. Financial Appendix (Exempt)
<b>Terms of Reference</b>	1

### 1. Purpose of the Report

- 1.1. This report provides an update on the implementation of the Complex Care Market Position Statement and highlights Aberdeen City Council's plans to develop and build a new facility at Stonewood offering complex care and seeks approval from the Integration Joint Board (JB) of the associated financial commitments with respect to the Capital Build.



## INTEGRATION JOINT BOARD

### 2. Recommendations

2.1. It is recommended that the Integration Joint Board:

- a) Note the update on the implementation of the Complex Care Market Position Statement referred to at Appendix B;
- b) Note the Complex Care Full Business Case (Appendix A);
- c) Agree and approve the proposed financial approach to the Capital Build as detailed in paragraph 4.10-4.12 and Appendix D;
- d) Agree the annual budget of £252,000 will be funded by a reduction in the Learning Disability Commissioning Budget;
- e) Approve the annual budget of £252,000 to repay Aberdeen City Council for the provision of the facility at Stoneywood as detailed in paragraph 4.12 and Appendix D;
- f) Approves the transfer of Community Living Change Fund and Mental Health Infrastructure and Facilities monies to Aberdeen City Council; and
- g) Instructs the Chief Finance Officer to transfer the Community Living Change Fund and Mental Health Infrastructure and Facilities monies to Aberdeen City Council for the sole purpose of provision of a Complex Care capital build project at Stoneywood.

### 3. Strategic Plan Context

3.1. The content of this report directly aligns to the Strategic Plan aims of 'Keeping people safe at home' and 'Achieving fulfilling, healthy lives'. Complex Care sits as a programme of work within 'achieving fulfilling, healthy lives' and aligns to the current work within Strategic Home Pathways. The recommendations contained within this report support the Complex Care programme aims of creating suitable and appropriate local accommodation and associated care provision for people with Complex Care needs.

### 4. Summary of Key Information

4.1. The Scottish Government Coming Home agenda set an ambitious aim to reduce delayed discharges and inappropriate out-of-area placements for people with learning disabilities and complex care needs by March 2024. There has been recent communication from the Minister for Mental



## INTEGRATION JOINT BOARD

Wellbeing, Social Care and Sport which restates the Coming Home agenda as a priority beyond 2024.

- 4.2.** The IJB is responsible for the strategic planning of Complex Care health and social care needs. The IJB directs NHS Grampian and Aberdeen City Council to deliver these services in furtherance delegation of these functions. Presently the cost of Complex Care health and social care needs services is borne by the IJB. The provision of Social Housing is the responsibility of Aberdeen City Council.
- 4.3.** To date Aberdeen City Health and Social Care Partnership (ACHSCP) have undertaken to prioritise Complex Care needs by referencing Complex Care within the Strategic Plan and Delivery Plan. In October 2022 the Complex Care Market Position Statement (Appendix B) was approved by Integration Joint Board.
- 4.4.** It is recognised that there is a need to develop suitable accommodation which can be paired with skilled care provision in order to better meet the needs and outcomes of people with Complex Care needs. The recommendations within this support can be viewed as a step change in our local approach to meeting Complex Care needs.
- 4.5.** Key actions within the Market Position Statement have been undertaken including the development of a Dynamic Support Register (DSR) and associated reporting from Public Health Scotland; the development of a capability framework for Complex Care service provision which will be included within a revised Complex Care Framework. The framework will be published over summer 2024 and will seek to be a long length framework to further support the capacity of care providers to deliver services for Complex Care. The main action within the Market Position Statement is to develop suitable local accommodation services in line with the Complex Care environmental specification.
- 4.6.** In developing the Aberdeen City DSR the following information can be provided to summarise those with Complex Care needs. There are 32 individuals logged with in the DSR who required Complex Care services and associated accommodation.

  - 4.6.1.** The current total care packages provided amounts to £5,020,5235 per year. It should be noted that there are some individuals costs that are not currently met by the IJB budget as these individuals are in Royal Cornhill Hospital paid for by the NHS Grampian Budget; in the State



## INTEGRATION JOINT BOARD

Hospital; in Children's Services paid for by the Aberdeen City Council Budget; supported by Support Worker from the Community Learning Disability Team rather than a care provider. These costs do not transfer to the IJB as they are held in either NHS Grampian and Aberdeen City Council budgets which are not part of the IJB budget, therefore if care packages are commissioned for these individuals is it a new cost to the IJB.

- 4.6.2. A benchmark cost for new Complex Care packages has been established at £182,000 per person, per year. This benchmark cost would equate to a revised care package cost of £5,824,000 for those within the DSR. This benchmark has not been market tested and therefore it should be noted that this is an estimate at present.
- 4.6.3. It is not yet known which individuals would be placed within the Stoneywood development. As there are a spectrum of current costs it is not necessarily the case that the highest costs equate to the highest need. Therefore, at this time it cannot be assumed that there will be efficiencies in the Stoneywood development. Based on the current benchmark costs the care provision at Stoneywood would amount to £1,456,000 per year as an estimate
- 4.6.4. As there are 32 individuals logged within the DSR it can be noted that multiple developments are likely required to meet need.
- 4.7.** As the IJB does not provide housing or capital funding, it has been in dialogue with Aberdeen City Council to establish a partnership arrangement. Aberdeen City Council are a housing provider and can undertake capital build projects. A project group was established within ACHSCP and Aberdeen City Council in order to deliver a housing option for Complex Care needs. This project group has undertaken an options appraisal based on the values and principles contained within the Complex Care Market Position Statement, with the preferred option of new build accommodation to the Complex Care environmental specification being preferred. Subsequently an Outline Business Case with a preferred location (Stoneywood) was presented to the [Aberdeen City Council Finance and Resources Committee](#) on 29 March 2023 and approval given to progress to a Full Business Case.
- 4.8.** The Full Business Case process has required a series of activities to take place, including the commissioning of an architectural company to incorporate the Complex Care environmental specification into the design features and planning permission being sought for the preferred location. Planning approvals were given on 29 June 2023 by the Planning Development



## INTEGRATION JOINT BOARD

Management Committee for the provision of 8 accommodation units plus staff base at the site of the now demolished old Stoneywood Primary School, Stoneywood Road. Additionally, a tender process for a preferred build partner was undertaken by Aberdeen City Council in order to establish full project costs for the Full Business Case. The Full Business Case was presented and approved by [Aberdeen City Council Finance and Resources Committee](#) on 22 November 2023.

- 4.9.** Scottish Government provided all Partnership areas with Community Living Change Fund monies to be used in support of the Coming Home agenda (£876,523). Additionally, monies have been made available by Scottish Government Mental Health Recovery and Renewal for the support of facilities and infrastructure (£571,874). These funding sources are time limited and non-recurring. To meet funding criteria and create sustainable change it is recommended that both of these funding sources are used in the support of the capital build project. As ACHSCP is partnering with Aberdeen City Council it is also recommended that these funding sources are transferred to Aberdeen City Council for sole purpose of the provision of the capital build project at the site of the Old Stoneywood Primary School. Therefore, funding of £1,448,397 would be provided from IJB to Aberdeen City Council to support the Capital Build Project. The IJB Chief Finance Officer has confirmed that the use of these funds in this way is permissible.
- 4.10.** Aberdeen City Council will apply for funding from Scottish Government's Affordable Housing Supply Programme to support the new building programme. However, they do not have the full funding profile required for the project and have entered into discussions with Scottish Government to establish if further funding can be provided. These discussions have not led to further funding and as such it is now proposed that the necessary funding is secured via a loan sourced by Aberdeen City Council. The proposal is that the IJB reimburse Aberdeen City Council the costs of the repayment of the loan. Improving opportunities for those with Complex Care need is a strategic priority within the IJB Strategic Plan.
- 4.11.** A full funding profile for the project has been established via return of tenders on 11 October 2023, detailed in the Financial Appendix. The preferred tender is due to expire on 8 February 2024. In order to prevent the tender exercise from being repeated at potentially higher cost, agreement from the IJB to meet some cost of the funding profile would allow Aberdeen City Council to accept the tender. The Finance and Resource committee approved the proposed funding approach on 30<sup>th</sup> January 2024.



## INTEGRATION JOINT BOARD

- 4.12.** The indicative borrowing requirement is detailed in the Financial Appendix. With IJB agreeing to repay all loan costs in addition to the provision of the non-recurring funding noted in section 4.9. This is an additional pressure to the Medium Team Financial Framework, with a loan repayment amount of £252,000, further detailed in the Financial Appendix. Recommendation of this funding approach for a housing need sets a precedence for the IJB.
- 4.13.** Should the IJB agree to reimburse Aberdeen City Council the cost of borrowing it will require to agree a mechanism by which this repayment will be made. There are two potential options: repayment of £252,000 from the IJB budget to Aberdeen City Council; or the deduction of £252,000 from the IJB budget provided by Aberdeen City Council at source (prior to transfer to the IJB). As there is still work ongoing regarding the impact the National Care Service will have on the structure and function of IJBs it is viewed that a reduction of IJB budget at source would be a more sustainable option.
- 4.14.** It is proposed that the £252, 000 will be funded by a reduction in the Learning Disability Commissioning Budget.
- 4.15.** The total accommodation costs to the IJB a are detailed in the Financial Appendix

### **5. Implications for IJB**

#### **5.1. Equalities, Fairer Scotland and Health Inequality**

An Integrated Impact Assessment (IIA) has been carried out (Appendix C). The ethos of this work is protective of human rights and seeks to provide people with Complex Care needs rights to local, suitable, and affordable accommodation and associated services. Approval of the recommendations in this report will support, promote and enhance the rights of people with Complex Care needs to access local services. It is not anticipated that this will adversely affect other groups and the proposed capital project, and the process of implementation may provide learning which can utilised for other groups (for example the creation of local services for non-Complex Care needs). If the recommendations are not agreed or delivered in the intended way people with Complex Care needs be more likely to have a lack of opportunity to live as independently as possible in safe, appropriate, and local services.

#### **5.2. Financial**



## INTEGRATION JOINT BOARD

There are financial implications arising from the report which are fully detailed in the Financial Appendix.

The Community Living Change Fund and Mental Health Infrastructure and Facilities monies have specific funding criteria established by Scottish Government and required to be used to partly fund the capital costs. Regular monitoring on use of funds is submitted to Scottish Government, which details the intentions stated in this report. If these monies are not used for this purpose, they will be at risk of being recalled by Scottish Government. This is considered to be low risk.

As detailed in paragraphs 4.6 to 4.6.4 current care provision costs have been compared against benchmarked care costs which indicates there will likely be increased expenditure to meet the social care needs for those with Complex Care. This is in addition to the accommodation costs detailed within the Financial Appendix.

### 5.3. Workforce

There are workforce implications arising from the report, namely in the provision of employment opportunities in the capital build project via construction and the commissioning of a service provider from the Complex Care Framework. There are still difficulties noted in the recruitment and retention of social care staff, and work has been taking place to appraise providers of the current work on Complex Care including setting out intentions via the Market Position Statement. Work has also been undertaken on a Complex Care capability framework which will be incorporated into the commissioning of a new Complex Care Framework in mid-2024.

### 5.4. Legal

There are no direct legal implications arising from the recommendations of this report. However, it should be noted that as the IJB cannot own accommodation there will be no benefit of ownership or recoup of rent to the IJB despite the request for the IJB to provide significant funding for the Stonewood development.

The IJB is unable to enter funding arrangements so as to secure the funding commitment referred to in this report. Under Article 19 of the Public Bodies (Joint Working) (Integration Joint Boards) (Scotland) Order provides that the



## INTEGRATION JOINT BOARD

IJB can enter into a contract for the provision of to it of goods or services for the purposes of carrying out functions conferred on it. Whilst it has been delegated functions which result in the delivery of complex care health and social care services, the contributions it is being asked to commit to in this report, do not meet this requirement.

### 5.5. Unpaid Carers

The recommendations in this report are supportive Unpaid Carers in the provision of suitable, local services for people with Complex Care needs. This may in turn support Unpaid Carers to have those they care for in more appropriate services, closer to home.

### 5.6. Information Governance

There are no direct Information Governance implications arising from the recommendations of this report.

### 5.7. Environmental Impacts

There are no direct environmental implications arising from the recommendations of this report for ACHSCP. The environmental impacts associated with the capital build project have been outlined in the Full Business Case with all new build housing requiring to be built to new environmental standards towards Net Zero.

### 5.8. Sustainability

In assessing the impacts associated with the recommendations in this report the provision of new build accommodation has been balanced against the following factors:

- There is a lack of suitable accommodation at present
- Currently people are in inappropriate placements, in hospital and out of area and require suitable accommodation and services in Aberdeen
- There is no other suitable alternative to new build accommodation, as identified in the options appraisal and business case
- The proposed new build accommodation will be designed and build to current environmental standards towards Net Zero
- Travel to placements out with Aberdeen will be minimised, for Unpaid Carers and Family members as well as Social Work and Health staff managing casework



## INTEGRATION JOINT BOARD

### 5.9. Other

There are no other implications arising from the recommendations of this report.

### 6. Management of Risk

#### 6.1. Identified risks(s)

There are a number of risks directly associated with the proposed Capital Build project which are noted in Section 13 of the Full Business Case.

Identified risk associated with the recommendations of this report are assessed as followed, in line with the Risk Appetite Statement:

Description of Risk	Link to Risk Register	Impact	Mitigation	Likelihood following mitigations
Failure to agree the funding proposal	IJB financial failure and projection of overspend	High – costs are required to fund the project and without agreement the project will likely not be undertaken; there will continue to be a lack of local services and individuals will remain in current placements; the tender will likely fall and required retender at potentially increased cost; the lack of available budget requires the IJB to source funding resource which will have an impact of other IJB services	<ul style="list-style-type: none"> <li>Funding sources have been and continue to be explored</li> </ul>	High



## INTEGRATION JOINT BOARD

<p>Reduction in Learning Disability Commissioning Budget</p>	<p>IJB financial failure and projection of overspend</p>	<p>High – it is proposed to fund the repayment via reduction in commissioning budget which may be by efficiencies in providing a local Complex Care service; as detailed in paragraph 4.6 it is not yet possible to understand what efficiencies if any will be made due to this project; the commissioning budget is faced with financial pressures already, and will also require to meet new care costs for this service as well as the proposed accommodation costs</p>	<ul style="list-style-type: none"> <li>• Selection of individuals for service based on costs may support this but this is not yet known.</li> </ul>	<p>High</p>
<p>Failure to agree the transfer of the Community Living Change Fund and Mental Health Facilities and Infrastructure funding to Aberdeen City Council.</p>	<p>IJB financial failure and projection of overspend</p>	<p>High – these funds would likely require to be returned to Scottish Government and no resource would be available to meet current unmet need; the project would likely not be completed and a lack of resources would be evidenced</p>	<ul style="list-style-type: none"> <li>• Topic Specific Seminar held 7 November 2023</li> <li>• Alignment to Strategic Plan</li> <li>• Funds in place for transfer and require use or at risk of recall by</li> </ul>	<p>Low</p>



## INTEGRATION JOINT BOARD

			<p>Scottish Government</p> <ul style="list-style-type: none"> <li>• Funds have criteria in place</li> <li>• Funds to be used by March 2024 and have been set aside for this purpose, Scottish Government continue to prioritise the Coming Home agenda and may support use of funds post March 2024 on the basis of supporting capital projects</li> </ul>	
Failure to secure a care provider for the new service	Commissioning of Services from Third or Independent sector	High– a care provider with suitable skills is required to deliver this service; the service will not be operational	<ul style="list-style-type: none"> <li>• Ongoing engagement with providers who can provide for Complex Care</li> <li>• Re-commissioning of a long length Complex Care needs</li> </ul>	Medium



## INTEGRATION JOINT BOARD

			<p>Framework to take place in Summer 2024</p> <ul style="list-style-type: none"> <li>• Inclusion of a capability framework for Complex Care needs within contracts</li> <li>• Implementation of the Market Position Statement with the model of accommodation and care following the MPS requirements</li> </ul>	
Provision of funding for housing which is not a function of the IJB	IJB financial failure and projection of overspend	High – funding of Social Housing is not a delegated function of the IJB; this sets a precedence within social care; the accommodation will not be owned or recoup rent; Stonewood will provide for 8 individuals but there are 32 on the Dynamic Support Register, this required a strategic approach which is	<ul style="list-style-type: none"> <li>• Funding sources have been and continue to be explored</li> </ul>	High



## INTEGRATION JOINT BOARD

		sustainable, the proposal is not sustainable.		
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### 6.2. Link to risks on strategic or operational risk register:

- (2) IJB financial failure and projection of overspend
- (7) Demographic & financial pressures requiring IJB to deliver transformational system change which helps to meet its strategic priorities.

The implementation of the Complex Care Market Position Statement via a capital build project seeks to strengthen local support for people with Complex Care needs in suitable and sustainable services/accommodation. The budgetary position of the Integration Joint Board is a risk to the implementation of this Project due to lack of financial resource and competing demands. There are wider risks to the project and the potential that need will be unmet due to the dependencies out with the Partnership remit.

The risk is high.