

Commissioning Partnership Board Report

Decision Maker	Dr. Carolyn Wilkins SRO Chief Executive Oldham Council/Accountable Officer
Date of Decision:	28th June 2018
Subject:	GM Transformation Fund Investment Review and Assurance Process
Report Author:	Donna McLaughlin, Alliance Director, Oldham Cares Vicky Crossley, Associate Director of Oldham Cares Programmes Sarah Harris, Oldham Cares Programme Manager - Enabler Services

1) Summary:

The purpose of this report is to provide the Oldham Cares Alliance Board with an assurance and update on progress against plans for the allocation of the Greater Manchester Transformation Fund of £21.3m. Assurance and updates are provided to the Commissioning Partnership Board (CPB), to assure that investment continues to support care pathway development in Oldham for prevention, community resilience and care closer to home. The CPB is assured on the assessment that has taken place with regards to Oldham's readiness to implement its investment proposals.

2) Alternative options:

1. Option1 - The CPB are asked to agree the recommendations at Section 3
2. Option 2 - The CPB not to agree the recommendations; this puts transformation funding set aside for the Oldham locality plan at risk as it will delay decision making and so, funding is likely to be re-assigned to another GM locality programme.

3) Recommendation(s):

The CPB are asked to note the content of this report and be assured that :

1. The transformation proposals continue to support the delivery of the Oldham Vision and Outcomes Framework for the people of Oldham
2. The transformation proposals enable a sustainable Health and Social Care system closer to home and reduce the reliance on acute hospital services and deliver Oldham Care's commitment to create a health and social care system which is focused upon prevention and early intervention in our "Thriving" Communities.

3. A robust governance process for the allocation of transformation funding and the development of the plans has been followed
4. Any proposals must demonstrate a sufficient evidence base to the Commissioning Partnership Board to commence implementation into an operational context.
5. Any Enabler funding requested from the GM Transformation Fund will be pooled across Oldham Cares, to ensure coordination and best value from this budget. The budget will be managed collectively by the Oldham Cares Alliance Leadership Team with regular financial monitoring reports submitted to the CPB.
6. The risks highlighted in this report have sufficient mitigating actions to reduce their likelihood, including ensuring adherence across the system to implementing gateway review points, the evaluation of pilots and a robust change management methodology. Oldham has also ring-fenced £50k per year for three years to the GM evaluation of the transformation programmes.
7. It is recommended that the release of funds by Oldham Cares (CCG fund holder) will be subject to;
 - a) Confirmation that proposed service changes will deliver sufficient savings both to contribute to the financial sustainability challenge and cover the incremental costs of the new service; and
 - b) A quarterly review process, assuring the Commissioning Partnership Board that adequate progress is being made.
 - c) An equality impact assessment being produced for each proposal

4) Background:

- 4.1 **Oldham's** vision is to achieve and sustain the greatest and fastest improvement in wellbeing and health for the 225,000 people of Oldham. Through innovative programmes, new ways of working, and partnerships our population will be encouraged and empowered to:
 - take more control, improve their life chances, reduce risks to health and live well and adopt healthy lifestyles
 - access care and support at an earlier stage and
 - manage their own conditions and live independently.
- 4.2 **Stakeholder engagement** is a key principal of Oldham Cares. Stakeholders which have been involved on the journey toward these proposals include Health and Wellbeing Board members, System Leaders and Citizen participation.
- 4.3 The key areas of focus described in **Oldham's Locality Plan** are: the fostering of thriving communities, the transformation of primary, community and social care services, mental health and early years. We also describe the mobilisation of a workforce that includes other parts of the public sector, social housing, the voluntary and private sectors carers and citizens.
- 4.4 The **Outcomes Framework** for Oldham was agreed by the Health and Wellbeing Board in January 2018. The framework sets out a range of high level outcomes based on key changes planned over the next decade. It describes the priorities that the whole system will work together to deliver and will inform commissioning priorities and performance management.

The 12 high level outcomes can be found in **Appendix A – Outcomes Framework**

- 4.5** In April 2017 a bid was submitted for £23.2m of **Greater Manchester Transformation Fund** monies to support the realisation of our ambitions.

As outlined in Greater Manchester's Transformation Fund Investment Agreement with Oldham, a Central part of our plans are to increase the pace and scale of delivery of our Locality Plan which will improve care and close our forecasted financial gap of £71m through:

- Supporting people to be more in control of their lives
- Having a health and social care system that is geared towards wellbeing and the prevention of ill health.
- Providing access to health services at home and in the community
- Providing social care that works with health and voluntary services to support people to look after themselves and each other

- 4.6** Our funding is to support Health and Social Care Transformation that builds on the work undertaken in Oldham over the last 4 years to progress our vision around integrated care. **Our transformation funding is for the following schemes;**

1. Establishing the primary care cluster system across the locality, completing the establishment of integrated health and care teams and creation of single structures at a GP cluster level
2. Creating and implementing a more effective urgent and emergency care offer
3. Oldham's community re-ablement, rehabilitation and community bed services (including a rapid response facility)
4. Oldham's approach to community resilience, branded as 'Thriving Communities'

- 4.7** In October 2017, approval was successfully received for an **Oldham allocation of £21.3m**, a reduction of £1.9m. This adjustment reflected monies which were not deemed transformation costs by NHS Greater Manchester Health & Social Care Partnership (GM H&SCP). It has been acknowledged by GM H&SCP that the allocation of the GM Transformation Funds is over-committed and programmes are not guaranteed if there is under delivery or non-recoverable slippage in transformation plans.

- 4.8** Since November 2017, Oldham has had in place **an Investment Review and Assurance Process** to enable robust and fully costed transformation proposals to be developed. A deadline of the end of June 2018 has been set for the completion of proposals therefore, to accelerate the pace of Oldham's transformation start-up phase in order to avoid losing overcommitted Greater Manchester funds to other localities. An outcome of this approach has been to strengthen Oldham Care's approach to integration from the outset.

5) Financial implications:

- 5.1** The £21.3m of funding received from GM has been allocated across Oldham Cares Transformation programmes based upon an expected level of non-elective deflections from key transformation proposals. Appendix B outlines these expected levels as of June 2017
- 5.2** From this total resource of £21.3m funding for Thriving Communities, seed funding and a value for contingency have been top sliced. Thriving Communities has been assessed differently as the nature of the programme is not expected to deliver direct measurable deflections in the lifetime of the Transformation Fund but will deliver the commitment of Oldham Cares to create a Health and Social Care system which is focused upon prevention and early intervention in our Communities.

- 5.3** As outlined above, a central part of our plans are to increase the pace and scale of delivery of our Locality Plan which will improve care and close our forecasted financial gap of £71m.
- 5.4** To develop plans around our transformation, six service component work streams were initially established to scope and design the plans with the following accountable leads. As the Investment Review and Assurance Process has progressed, we have reviewed the approach to integration in key areas as outlined in Section 4.6 above.

Thriving Communities
Mental Health is Central to Good Health
Start Well – Avoidable Admissions
Core & Extended Primary Care
Community Enablement
Urgent & Emergency Care

- 5.5** To be assured of transformation plans in each of the component areas and to ensure we continue to constructively challenge ourselves and learn, the Oldham Cares Investment Review and Assurance process for the allocation of funds has been implemented and it is intended that an assurance assessment against the delivery of our transformation plans will be undertaken on a quarterly basis. Please see **Appendix C – Oldham Cares Investment Review and Assurance Process**
- 5.6** In May 2018, each work stream listed above produced individual proposals and , following initial review, it was agreed that in order to strengthen our approach to integration and achieve better outcomes, Core & Extended Primary Care, Community Enablement and Urgent & Emergency Care should work together to produce a combined Integrated Community Care proposal.
- 5.7** The following four proposals have been reviewed and assessed at each stage of the Investment Review and Assurance Process (see detail below). A summary of the recommendations are outlined in the table below. These indicate the complexity and risk associated with each proposal. Funding will be allocated according to the recommendations and activity requirements outlined in Section 3 and Section 4 of this report.

Proposal	Summary of the investment review and assurance recommendations
Thriving Communities	Successful delivery of the transformation to time, cost and quality appears highly likely and there are no major outstanding issues that at this stage appear to threaten delivery.
Mental Health is Central to Good Health	Successful delivery appears probable and funding is to be allocated at the pilot stage.
Start Well	Successful delivery appears feasible and funding is to be allocated at the pilot stage
Integrated Community Care	Whilst the care models demonstrate improving the outcomes for people in Oldham, the financial principles of the investment needs re-visiting for affordability before commencement into implementation. The five cluster model for Oldham will continue development and will be led by the Chief Clinical Officer for Oldham CCG

- 5.8** Proposals are reviewed at each stage by a wide range of Stakeholder across Oldham Cares. The assessment criteria were produced by Oldham Cares PMO in line with Greater Manchester Transformation bid criteria and best practice from the Government's Infrastructure and Projects Authority Assurance Review Toolkit (OGC Best Practice and available on request) with regards to assessing readiness for implementation at a gateway review point.
- 5.9** The process for assessment has been iterative to ensure reflection and the triangulation of stakeholder requirements are incorporated into the proposals where necessary (i.e. LTFP group RAG rating assessments have been conducted in order to ensure robust and objective feedback to authors in a consistent manner) Each proposal has been assessed using the criteria at Appendix D1 (overview) and D2 (detailed criteria).
- 5.10** Requirements for the completion of important supporting information such as Equality Impact Assessments (EIA) are also identified within the criteria. Given the timescales, it is recognised that further review in these areas is required before the commencement of implementation.

6) Procurement implications:

Oldham Cares is an Alliance of providers. The transformation outlined in this report, largely relates to a reconfiguration of existing services. However, where procurement may be required for new services, advice on procurement will be sought and approval will be sought from the CPB to progress.

7) Legal implications:

There are no identified legal considerations with regards to this report at this stage, but legal advice will be sought as necessary when proposals progress. CPB will be advised on legal implications.

8) Human resource implications:

Proposals and staff recruitment in existing commissioned services are being considered by the Oldham Cares Alliance Board at its June meeting.

9) Equality and Diversity Impact Assessment:

Requirements for the completion of important Equality Impact Assessments (EIA) are identified within the Oldham criteria for Transformation Funding. Given the stage of development for the proposals, further review in these areas is required before commencement of implementation.

10) Property implications:

An Estates work stream has been established for the transformation programme and CPB will be advised on any property implications when determined.

11) Risks:

The CPB are asked to note the following risks to funding and implementation highlighted by the Investment Review and Assurance Process and the mitigating actions. An update on progress will be provided at subsequent CPB Meetings.

- 11.1** Evidence is required around outcomes and financial sustainability when the Transformation Funding ceases post 20/21. Pilots are being identified and a sustainability plan will be drafted following these and the development of the Oldham Cares blueprint.
- 11.2** Further technical groups for Procurement and Clinical Quality require establishment.
- 11.3** We are aware of staffing shortages in the health and social care market and skills gaps in the current workforce of commissioned services. A workforce strategy for Greater Manchester and Oldham is in the process of being developed and in key areas, e.g. nurse recruitment, to facilitate the mitigation of these risks
- 11.4** The Estates options requires development to enable appropriate and sufficient staff accommodation.
- 11.5** Public engagement in the Oldham Cares system is acknowledged as requiring further development. The Oldham Cares Alliance is strengthening of this approach.
- 11.6** Greater Manchester Health & Social Care Partnership is able to reduce allocations should decision making in the locality be delayed and if they do not consider the transformation achievable.
- 11.7** Oldham Cares Provider Alliance Forum has identified that self-care (and its link to prevention) requires strengthening in proposals.
- 11.8** The undertaking of Equality Impact Assessments is an important requirement of the Investment Review and Assurance Process. These have been completed where possible but further work is required as the programme moves to forming the detail of transformation proposals

12) Proposals:

Part B of this report outlines proposals of a commercially sensitive nature in more detail. The key summary of the proposals and recommendations are found in Sections 4-5 above.

13) Conclusion:

The Commissioning Partnership Board are provided with the Oldham Cares position with regards to assuring GM H&SCP in July 2018 of Oldham Cares request to receive their allocated funding of £21.3m. The ambition is to deliver health and social care transformation plans during 2018/19-2020/21.

Has the relevant Legal Officer confirmed that the recommendations within this report are lawful and comply with the Council's Constitution/CCG's Standing Orders?

The report complies with the CCG's standing orders as the fund holder.

Has the relevant Finance Officer confirmed that any expenditure referred to within this report is consistent with the S.75 budget?

Yes

Are any of the recommendations within this report contrary to the Policy Framework of the Council/CCG?

No

List of Background Papers under Section 100D of the Local Government Act 1972:
(These must be Council documents and remain available for inspection for 4 years after the report is produced, there must be a link to these documents on the Forward Plan).

Title	Available from
Greater Manchester Health and Social Care Strategic Partnership Board – Transformation Fund Update	http://decisionrecording.oldham.gov.uk/documents/s84817/Appendix%201%20-%20Transformation%20Fund%20Update.pdf July 2017 – Health & Wellbeing Board
ICS Developments and GM Transformation Fund	https://committees.oldham.gov.uk/documents/s77566/ICS%20Developments%20and%20GM%20Transformation%20Fund.pdf March 2017 – Health & Wellbeing Board
GM Health & Social Care Transformation – Oldham Integrated Commissioning Organisation (ICO) and Transformation Fund Submission	http://decisionrecording.oldham.gov.uk/documents/s76067/Local%20Care%20Organisation%20and%20Transformation%20Fund%20Update.pdf January 2017 – Health Scrutiny
Integrated Commissioning System and GM Transformation Fund Update	http://decisionrecording.oldham.gov.uk/documents/s76494/Integrated%20Commissioning%20System%20and%20GM%20Transformation%20Fund%20Update.pdf January 2017 – Health & Wellbeing Board
Update on the Oldham Transformation bid Proposal	http://decisionrecording.oldham.gov.uk/mgConvert2PDF.aspx?ID=74374&ISATT=1#search=%22transformation%20%22 October 2016 – Health & Wellbeing Board

Report Author Sign-off:	
Donna McLaughlin, Alliance Director Oldham Cares Vicky Crossley, Associate Director of Oldham Cares Programmes Sarah Harris, Enabler Programme Manager	
Date: 20th June 2018	
Appendix number or letter	Description
Appendix A Appendix B Appendix C Appendix D1-D2	Oldham's Outcome Framework Original Deflections Benefits Realisation Model - Allocations Oldham Cares Investment Review and Assurance Process Oldham Cares Investment Review and Assurance Process, Full Criteria and Summary Ratings Matrix