

Midlothian Integration Joint Board



Thursday 16th June 2022, 1.00pm

IJB Directions 2022-23

Item number: 5.5

Executive summary

This report brings together the outstanding Directions issued in 2020/21 and 2021/22 with those agreed by the IJB at its meeting on 14th April 2022. Once issued, a Direction remains legally binding until it is either completed, formally amended, or revoked. The Directions approved by the IJB in April have been drawn from the recently published Strategic Commissioning Plan 2022-25 and focus on new actions required of Midlothian Council and NHS Lothian working together in partnership. In addition, there are a wide range of Directions previously issued by the IJB which continue to be binding. This is, in part, a result of the nature of these Directions which seek to bring about substantial change in the delivery of services and, as such, cannot realistically be achieved within a one or two-year timeframe. It is also self-evident that the capacity of the Partnership to manage a programme of service redesign has been severely restricted by the impact of the pandemic over the past two years.

Progress with Directions is reported to the IJB every six months. To ensure all issued Directions are considered at each reporting point, a log has been created giving each action a reference number for tracking. This log will support effective reporting of progress and ensure that all previously issued Directions are also appropriately monitored. This will enable the IJB to maintain, and, where appropriate, adjust, the full programme of service delivery and redesign it is seeking to achieve through the work of its partners.

Board members are asked to:

1. Approve the proposal to issue the attached Directions to Midlothian Council and NHS Lothian
 2. Approve the proposal that the HSCP maintains a comprehensive log of Directions to ensure a more systematic and more vigilant review process
 3. Approve the proposal to issue new Directions to make full use of financial reserves
 4. Agree to a review and refresh of the MIJB Directions Policy
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IJB Directions 2022-23

1 Purpose

- 1.1 This report is a follow-up report on the proposed Directions to be issued to NHS Lothian and Midlothian Council. At its meeting in April 2022, the IJB agreed in principle to a set of new Directions intended to support the delivery of the Strategic Commissioning Plan 2022-25. It was noted at the April 2022 Board that further work was required in relation to acute services, frailty and mental health. This work has been completed alongside revision, review and, where appropriate, the carrying forward of Directions issued in previous years.
- 1.2 The Directions presented alongside this report are intended to provide clarity regarding the key changes to be made in only those services delegated to the IJB. It is important to note there are a number of service redesign objectives which are relevant across a number of areas and therefore do not have a dedicated Direction.

Cross-cutting and significant drivers for change include the frailty programme; the development of a falls programme; and the application of digital solutions. Only a small portion of the Public Health budget is delegated to the IJB and yet the objective of a strong programme of prevention and screening is dependent upon the skills and resources within Public Health. As such, we are very committed to strengthening our joint working in this area.

Good quality housing tailored to the needs of people with physical and mental health needs or disabilities is crucial to enabling people to manage as independently as possible. The plans to achieve this are laid out in the Housing Contribution Statement provided as an appendix to the Strategic Plan and are not included in the attached set of Directions

2 Recommendations

- 2.1 As result of this report Members are asked to: -
- I. Approve the main Directions outlined in Appendix 1
 - II. Approve the development of a logging system to ensure that previous Directions, which are not yet completed, continue to be monitored
 - III. Approve the proposal to issue new Directions to ensure full and appropriate use of reserves.
(This is described in MIJB Direction MIJB-25 for 2022-23 and explained in the accompanying Finance Report also being considered at this June MIJB)
 - IV. Agree to a review and refresh of the MIJB Directions Policy

3 Background and main report

- 3.1 **Legislation:** The Public Bodies (Joint Working) (Scotland) Act 2014 places a duty on Integration Authorities to develop a Strategic Commissioning Plan for integrated functions. An Integration Authority requires a mechanism to action their Strategic Commissioning Plan, and this is laid out in sections 26 to 28 of the Act. This mechanism is the issuing of binding Directions from the IJB to one or both of NHS Lothian and Midlothian Council.

Directions specify key actions which need to be implemented to deliver on the Strategic Commissioning Plan and stipulate how the partners must spend the budgets allocated to them by the IJB. Partner organisations are required to comply with all Directions received from the IJB, and may not amend, ignore, appeal, or veto any Direction.

- 3.2 **Midlothian Strategic Plan:** The Midlothian Strategic Commissioning Plan 2022-25 outlines the way ahead for the development of health and social care services in Midlothian. The Plan explains the IJB's objectives in the delivery of health and social care services and, within each section of the plan, outlines specific actions to be taken to improve the delivery of services aimed at prevention and early intervention; support and treatment; and responding to crises.

- 3.3 **Midlothian Policy:** Midlothian IJB approved its Directions Policy on 10th December 2015. This policy stipulates that Directions will be issued for all the functions that have been delegated to the IJB and that these will show the disposition of all the resources allocated to it.

- 3.6 **Addressing the Key Issues which impact upon Health and Wellbeing**

The IJB is only empowered to issue Directions regarding functions delegated to it as outlined in the Integration Scheme. However, there is a very clear link between good health and wellbeing and ease of access to services which meet people's basic needs. These include good housing, income and employment and transport. The Housing Contribution Statement outlines the main changes planned in the delivery of good housing to support health and wellbeing. Alongside this, strong partnership working will continue to be crucial with non-delegated health services such as Public Health, Council services such as Lifelong Learning, the wider Community Planning Partnership, and local people and communities.

4 Policy Implications

- 4.1 The requirement to issue Directions was considered and agreed by the IJB on the 10th December 2015 when a local policy was agreed. However, guidance was reviewed by Scottish Government in 2020 which outlines a number of best practice recommendations. These have been applied to some extent in the last 2 years and should now be reflected with a revision of the MIJB Directions Policy.

5 Directions

- 5.1 This report is to seek agreement regarding the set of Directions to be issued for 2022-23. This includes three new Directions regarding the use of financial reserves.

6 Equalities Implications

- 6.1 The Strategic Plan has, as one of its key objectives, a commitment to address health inequalities. An Integrated Impact Assessment on the new Strategic Plan was undertaken on the 8th February 2022. A range of issues were identified and will be addressed through the HSCP Planning and Transformation Group in the first instance.

7 Resource Implications

- 7.1 (Including best value and following the public £ considerations)

The resource implications of Directions is specified within the individual details of each Direction. It is acknowledged that the financial context is both complex and challenging. The budgets for 2022-23 are not yet fully finalised. In addition, for some services there are earmarked reserves which are referred to in the individual Directions e.g., Substance Use services. The process for decision-making in relation to the allocation of hospital (set-aside) and hosted services to each of the Lothian IJBs remains incomplete. More generally, the challenges facing both NHS Lothian and Midlothian Council in trying to meet increasing demand in the context of underlying financial pressures over the coming years must influence the IJBs direction and planning of health and social care services in Midlothian for the longer term. This is in line with the longer term need to redesign health and social care services to ensure sustainability and best value.

As is explained in reports prepared by the Chief Finance Officer, reserves have accumulated for a range of reasons. This provides the IJB with the opportunity to address service pressures and promote service redesign. It is for this reason that three specific additional Directions (MIJB-25.1-3) are proposed.

The first new Direction asks NHS Lothian and Midlothian Council, working in partnership, to consider what steps they can take to address continuing service pressures arising from the pandemic. This should include the provision of services to support recovery and rehabilitation for people who have experienced poorer outcomes as a direct or indirect consequence of covid-19.

The second proposed new Direction seeks to promote the delivery of the Strategic priorities with specific funding sources already identified. These earmarked funding streams should be planned and utilised accordingly. This would be managed by the Chief Officer and reported back to the IJB.

The third proposed new Direction seeks to use the general reserve to accelerate progress in the delivery of the Strategic Commissioning Plan 2022-25 within delegated functions and ensure capacity to maintain an outcome focused approach. This would be managed by the Chief Officer and reported back to the IJB.

8 Risk

- 8.1 IJBs, Health Boards and Local Authorities have a legal obligation to issue and monitor the effectiveness of Directions as described in the Public Bodies (Joint Working) (Scotland) Act 2014. Not complying will pose legislative risks and it will be more difficult for the IJB to undertake its duties related to accountability, governance, and hamper the effective delivery and performance monitoring of the function.
- 8.2 There are a range of risks associated with the IJB's ability to achieve its objectives and these are documented in the IJB Risk Register. The specific risk attached to the Directions issued by Midlothian IJB are that they are fully not delivered. This risk will be managed through the Strategic Planning Group which will monitor closely the progress being made in these core areas of service redesign and by regular update reports to the IJB.

9 Involving people

- 9.1 The development of the Strategic Commissioning Plan was underpinned by an extensive consultation and engagement programme with both staff and the public. The Directions are directly linked to the content of the Strategic Commissioning Plan 2022-25 and therefore have not been subject to a further process of 'involving people'.
- 9.2 In recognition of the vital role of public understanding and support to realise the changes in health and care required in coming years, a comprehensive and strengthened programme of community engagement will be designed and delivered.
- 9.3 The delivery of new approaches to health and social care is entirely dependent on a skilled and committed workforce. The Workforce Strategy 2022-25 is under development and cognisant of the major changes arising from long-term impact of the pandemic.
- 9.4 Statutory guidance recommends that Directions should be issued as soon as is practicable following their approval by the IJB. It is recommended that this should be a maximum of 14 days after a decision taken by the IJB.

As the flow of Directions is a result of clearly articulated vision, values, aims and ambitions within the IJBs Strategic Commissioning Plan 2022-25, it is proposed that Directions be issued to both partner organisations, without requirement to produce an additional public document.

The IJB's meetings are public, and all its papers are available on the internet.

10 Background Papers

Midlothian IJB Directions Policy (Add Link)

[Directions from integration authorities to health boards and local authorities: statutory guidance](#)

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Appendices:

Appendix 1: Directions 2022-23