

Report to the Cabinet

Meeting to be held on Thursday, 5 December 2019

Report of the Director of Adult Services

Part I

Electoral Divisions affected:
Burscough and Rufford;
Ormskirk; Skelmersdale
Central; Skelmersdale East;
Skelmersdale West; West
Lancashire North; West
Lancashire East; West
Lancashire West;

West Lancashire Partnership - Approval of Memorandum of Understanding (Appendix 'A' refers)

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Executive Summary

The West Lancashire Partnership involves a number of organisations from the NHS, local authority, private, voluntary, community and faith sectors operating in the area.

To ensure the county council's continued involvement in the Partnership's development, Cabinet is asked to approve the accompanying Memorandum of Understanding at Appendix 'A'.

Recommendations

Cabinet is asked to:

- (i) Endorse the progress to date and the future direction of travel for the West Lancashire Partnership.
- (ii) Approve the accompanying Memorandum of Understanding at Appendix 'A'.
- (iii) The addition of West Lancashire Partnership to the county council's list of outside bodies.
- (iv) The appointment of County Councillor Eddie Pope as the county council's representative on the Executive Group of the West Lancashire Partnership for 2019/20 and until the next Lancashire County Council elections in May 2021 with

subsequent appointments being determined every four years following a County Council election.

Background and Advice

For the purposes of this report, West Lancashire is defined as the area within the district council boundaries contained by West Lancashire Borough Council.

In terms of the relatively distinct communities that make up the West Lancashire area the West Lancashire Partnership is planning and delivering its services on the basis of three neighbourhoods which it defines as follows:

- Northern Parishes (including Tarleton, Hesketh Bank, Banks and Rufford) – population 30,163
- Ormskirk – population 45,085
- Skelmersdale – population 38,359

Partnership Developments during 2019

Scope and Purpose

The West Lancashire Partnership began to form in October 2018. The key partners were:

- West Lancashire Clinical Commissioning Group
- Lancashire County Council
- West Lancashire Borough Council
- West Lancashire Council for Voluntary Services
- Lancashire and South Cumbria NHS Foundation Trust
- Virgin Care
- West Lancashire GP Federation

The overarching purpose of the Partnership has been to explore and secure sign up to the establishment of a West Lancashire system wide approach to health and care integration, aligned to the developments emerging from the Lancashire and South Cumbria Integrated Care System.

Subsequently the West Lancashire Partnership Executive was established in shadow form and it has been meeting monthly for the last year. This has been followed by development time for the three neighbourhoods of the Northern Parishes, Ormskirk and Skelmersdale. Indeed the initial priority of the West Lancashire Partnership has been to develop, grow and nurture a neighbourhood system for the integration of health and care across West Lancashire.

In March 2019, Cabinet received a report describing the context and purpose of the West Lancashire Partnership and it gave its formal approval to the county council's continued membership and active participation in its development.

Since that report, the Partnership has made a clear statement of the intended integration model for West Lancashire.

West Lancashire had initially been termed an 'Integrated Care Partnership', which was consistent in both name and scope with the other four constituent areas of the Lancashire and South Cumbria Integrated Care System. However, in late spring 2019, it was agreed to reframe the scope of the Partnership so that West Lancashire could from then on be formally recognised as a 'Multi-Speciality Community Partnership'.

For public information purposes it will continue to be known as the West Lancashire Partnership.

This change to a multi-speciality community partnership reflects;

- The organising principle in West Lancashire of community; local people and local communities.
- The strong focus on transformation and innovation in 'out of hospital' care in West Lancashire.
- The commitment to using integration to intensify efforts for tackling the wider, social determinants to protect good health and achieve longer term, sustainable health improvements.

A multi-speciality community partnership is what it says it is - a multi-specialty, community-based, partnership, delivering a new care model. This is set in the particular context of West Lancashire, but based on the model of care outlined in 'Building for the Future' - <http://www.westlancashireccg.nhs.uk/building-for-the-future/>.

It is recognised that historic organisational and sector boundaries sometimes make it harder to provide joined-up care that is preventative, high quality and efficient. The multi-speciality community partnership model aims to dissolve the divisions. It involves redesigning care around the health of the population, irrespective of existing institutional arrangements. Ultimately, it is about creating a new system of care delivery that is backed up by a new financial and business model (<https://www.england.nhs.uk/wp-content/uploads/2016/07/mcp-care-model-frmrk.pdf>).

The West Lancashire Partnership is therefore operating according to a different model to that which is now established in the rest of the Lancashire and South Cumbria Integrated Care System footprint. These other areas (namely – Central, Fylde Coast, Morecambe Bay and Pennine) each have a local acute hospital as one of their key partnership members. This is with the aim of closer alignment and integration of hospital services with those based in the community. As such they should continue to be described as 'Integrated Care Partnerships'.

In the West Lancashire case, much of the populations hospital care needs are met by Southport and Ormskirk NHS Hospital Trust, and it is indeed an associate member of the West Lancashire Partnership. However, Southport and Ormskirk Hospital is also part of the Merseyside Integrated Care System and so West

Lancashire Clinical Commissioning Group is necessarily engaged in shaping arrangements and services through that governance route too. More details about the exact role of Southport and Ormskirk NHS Hospital in the West Lancashire Partnership will become apparent as the various workstreams progress and mature.

Consultation and engagement with the local population shows that residents want to see services delivered in a more joined-up way. The ethos of the West Lancashire Partnership is therefore not just about integrating planning and budgets between NHS organisations, but also to incorporate the involvement of a much wider range of services and specialists reflecting the focus on the wider and social determinants of health and wellbeing. It draws in local government, third sector and education partners, amongst others, thereby being reflective of its place-based approach. Over time this could mean the further provision of some services currently based in hospitals moves into the community, such as some outpatient clinics or care for frail older people, as well as some diagnostics, for example.

At the meeting on 5 November 2019 the Partnership reflected on its progress over the last year. Key successes that were noted included:

- The creation of greater trust between partners.
- Better understanding of each partner's positions and opinions, at the individual and organisational level, to inform work within and beyond the Partnership.
- Increasing consistency in representation at the Partnership, demonstrating clear commitment to its work.
- Meaningful and in depth conversations about some of the bigger issues facing communities and organisations involved in health and social care in West Lancashire with increasingly collective agreement on the priority issues.

The West Lancashire Partnership has agreed some key milestones as the multi-speciality community partnership model mobilises and matures. Further reports will come back to Cabinet if these involve significant changes in operating arrangements affecting the county council or indeed if proposals emerge for revisions to the governance of the Partnership.

Current Priorities

The current priority workstreams are:

- Collective accountability (governance)
- Financial model
- Communications and engagement
- Care co-ordination and population health management
- Protecting good physical and mental health (behaviour change)
- Stimulate, sustain and innovate around the care sector (care homes and domiciliary)
- Workforce
- IT enabled

The need to establish a new workstream focussed on children has been agreed at the meeting held on 5 November 2019, but the details are still being worked through.

Each workstream has a Senior Responsible Officer to ensure mobilisation continues. This includes identifying other senior officers to support them and ensure delivery of the work. These senior officers will come together in a Partnership Senior Leadership Team to ensure continued delivery of actions on a monthly basis between Executive meetings.

In addition, 'frailty' has been agreed as a priority for the early development of a Partnership-wide approach. All workstreams will be considering how their work could be scaled up to enhance the integration of services involved in responding to frailty in the population. This includes taking account of the insights offered by population health management analysis into the causes, and patterns of frailty in each of the three neighbourhoods.

The Partnership has also reviewed its current priorities against those of the Lancashire and Cumbria Integrated Care System. There is a strong correlation between the main areas of focus for the multi-speciality community partnership, with the priorities set out by the Integrated Care System.

Governance of the West Lancashire Partnership

Memorandum of Understanding

The West Lancashire Partnership has recently refreshed its governance and arrangements for decision-making with an accompanying Memorandum of Understanding which was approved at the West Lancashire Partnership Executive meeting held on 5 November 2019. This document is now going through relevant governance structures for each partner organisation.

The document can be found at Appendix 'A' and is presented here for Cabinet approval.

County Council representation

For more than a year the county council has been represented at the West Lancashire Partnership by the Director of Adult Services, Tony Pounder, and that continues to be the case at an officer level.

However, there have been some recent additions to the membership of the Executive group of the West Lancashire Partnership, namely:

- Lay members from NHS West Lancashire Clinical Commissioning Group have now joined the Executive.
- Elected members from both West Lancashire Borough Council and Lancashire County Council have also accepted invitations to take up places on the Executive Group.

The invitation for the county council to nominate an Elected Member to attend was initially issued to County Councillor Shaun Turner, the Cabinet Member for Health and Wellbeing. County Councillor Turner subsequently nominated County Councillor Eddie Pope to represent him and the county council at these meetings and he began to attend from November 2019 onwards.

Senior Appointments

The Partnership Executive has agreed to establish a new role of 'Interim Managing Director' and this is likely to be from among the existing senior management team of the Clinical Commissioning Group.

The West Lancashire Partnership Executive has also agreed to appoint an independent Chair. The county council has agreed to part fund the cost of this appointment, which is likely to involve an annual contribution of up to £3,000.

Consultations

No public consultation has been involved in the drafting of the Memorandum of Understanding. However there has been active engagement of all the stakeholders involved in the West Lancashire Partnership in agreeing its purpose and contents.

Implications:

This item has the following implications, as indicated:

Risk management

As health and care integration progresses in West Lancashire, it is important that the direction of travel and its ultimate implications for the county council as an organisation in its own right, and for the population it serves, are fully understood and endorsed. The same principle holds for all other partners listed in the Memorandum of Understanding who are active participants to health and care integration in West Lancashire.

The approval of the Memorandum of Understanding is an important milestone in the integration journey in West Lancashire and although it has no legal force, it is an important and public statement of the council's commitment to the development and its own involvement in West Lancashire Partnership.

It is right that the county council should play a significant political and organisational role in the leadership of these developments by its active participation in the West Lancashire Partnership. The nature and scale of the council's statutory responsibilities in relation to adult social care, public health and children's social care makes it a vital member of the partnership. Conversely if the county council fails to be an active participant in the development of health and care integration in West Lancashire, it would create a significant risk that the council could be left behind, and the local population experiences poorer quality services and outcomes as a result.

Financial

Health and care integration in West Lancashire will inevitably demand a greater alignment of organisational resources, including financial resources across the NHS and local government. There is also a commitment to a more collaborative approach to identifying financial efficiencies. Detail on this needs to be worked through and a finance workstream has now been established.

The appetite and governance required to move towards aligned or pooled budgets across partners working on health and care integration in West Lancashire, including issues around managing sovereignty and risk, needs to be considered as part of the next development steps not just for West Lancashire but ultimately for the whole of the Lancashire and South Cumbria Integrated Care System. Options such as further alignment of budgets, or the creation of pooled budgets with accompanying section 75 arrangements may be considered for agreed areas such as intermediate care or public health. This is something that is consistent with local priorities.

Legal

Currently, no legally binding changes have been made to the status or relationships between organisations working on health and care integration in West Lancashire, but the Memorandums of Understanding between organisations signals support the direction of travel and enable successful delivery.

Following the publication of the NHS Long Term Plan, consideration has been given to the local implementation of any legally binding changes that may be required to deliver this. This is with particular regard to the establishment of Primary Care Networks and expanded multidisciplinary neighbourhood teams. These neighbourhood teams would involve county council services such as social care.

However, it is important to note that the Social Care Green Paper has not yet been published and that will also have significant impact on shaping the future involvement of local government and social care in the development of the West Lancashire Partnership.

List of Background Papers

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None		
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Reason for inclusion in Part II, if appropriate		
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