

# **Development and implementation of priority setting processes in Health and Social Care Partnership Strategic Plans**

## **Purpose**

This document outlines a proposal for support to be provided by staff at Glasgow Caledonian University for the development of an economics framework to aid resource management and priority setting for Health and Social care Partnerships in producing their Strategic Plans.

The focus will be on providing initial support to three Partnerships – Highland, Perth & Kinross and Ayrshire & Arran. This will involve working through two pilot programme budgeting and marginal analysis (PBMA) exercises in Highland and providing different levels of advice on projects being undertaken in the other locations.

## **Project summary**

Each NHS Board and Local Authority in Scotland makes decisions on how to spend a fixed envelope of resources. The new Public Bodies (Joint Working) Bill will establish Health and Social Care Partnerships with integrated budgets for adult health and social care and require that they produce Strategic Plans for the use of this resource. It is important to develop, implement and evaluate frameworks that can be used by the new partnerships for prioritisation decisions required in developing their plans.

The most generic economic framework for aiding such decision making is PBMA; an analytical approach to assessing the costs and benefits of alternative courses of action, which could assist with identification of the effects of resource shifts and areas for disinvestment among programmes.

The aim of this project would be to work with partnerships to develop a PBMA approach suitable for use in integrated care settings. This will lead to more comprehensive PBMA exercises being undertaken in these settings during 2014-15, which will also involve assessment of the added value of using this approach compared to current priority setting practice (or practices in other jurisdictions).

## **General approach**

We would propose the use of Participatory Action Research (PAR) to pilot test PBMA by:

- work with staff at each locality through a PAR process, incorporating a range of qualitative methods - including semi-structured interviews, focus groups, and field notes taken during the repetitive cycle of 'plan', 'act and observe' and 'reflect'.

- through this, involve Partnership staff in creating a PBMA process to address the issues outlined below, thus beginning to build future capacity for continued use of the framework at the local level.
- applying the process in the two localities within Highland.
- preparing the groundwork for larger PBMA exercise on 'Strategic Commissioning for Older People in the Highlands' by working with a group at Highland to map services for older people and populate that map with data on activity and cost (essentially the 'PB' stage of the larger PBMA exercise).
- providing an advisory service, including interviews with key staff, in Perth & Kinross and Ayrshire & Arran.

### **Older People's Services in Highland**

In Highland, the current level of delayed hospital discharge (DHD) is a concern, being presently the second highest in Scotland. Two principal causes have been identified, namely:

- demand management and capacity in terms of Care@Home provision. The working estimate being that approximately 1200hrs per week are required to meet known need.
- demand for, distribution and quality of, Residential and Nursing Care. Over 60% of available care home places are currently subject to suspension of admissions due to quality issues.

The view of the Partnership is, however, that the current DHD position is symptomatic of further system wide issues that require to be addressed within the Older People Programme. These relate to budgetary pressures (particularly in Social Care in this instance); capacity issues (especially with respect to community, step up/down and reablement); development of a market/provider base; use of Interim Care Facilities and Hospital beds; and the range and use of Care Home beds.

The Partnership's aim is to use the vehicle of a Strategic Commissioning Plan to address the above, but propose a pragmatic approach in the interim which will allow for a comprehensive Strategic Commissioning Plan to be developed over 2014/15 to better inform commissioning, re-commissioning and de-commissioning activity over the subsequent four years. In an effort to develop skills and worked examples, the Partners propose two (interim) pathfinder exercises, one per operational area, using PBMA methodologies to inform and develop options for redesign in older people's services.

In North and West Highland an exercise will take place focussed on the rural Caithness district. In South and Mid Highland an exercise will take place focussed on Inverness districts. Both exercises will take place between October 2013 and March 2014, involving pre and post interviews and consideration of population needs, available resources and current activity (including issues of variation, quality & waste) to arrive at options for improvement. This will be used not only to inform the development of District Plans but also understanding of organisational development and infrastructure needs to support the future Strategic Commissioning exercise.

In each locality, the team will work through a process with a local management group, involving:

- an initial workshop on the principles of PBMA and what PBMA approaches look like in general – *These took place in November, one in Wick and one in Inverness;*
- reviewing current priority setting processes – *interviews were conducted with key people to assess the current processes;*
- agreeing the local issues to be addressed by use of the PBMA framework – *This was done at the workshops in November;*
- defining and mapping (in terms of activity and cost) the services relevant to the issues addressed – *being done alongside the process with ISD Scotland and Finance in Highland;*
- agreeing and implementing a process for discussing and assessing potential resource shifts – *discussed at November workshops;*
- working through the agreed process towards a ranking and rating of proposals and subsequent agreement on what the recommended resource shifts are to be – *further events to be arranged in 2014;*
- review of whole process with respect to improvements to be made and incorporated into a more Comprehensive Strategic Commissioning exercise – *to be done by end March.*

### **Perth & Kinross and Ayrshire & Arran**

In each of these Partnerships the team will meet with key staff in order to conduct interviews focussing on satisfaction with current processes for managing resources and how these can be improved. We would then intend to meet with a group of key stakeholders in each Partnership to agree a process for future use. But, here, rather than working with the groups which are using the agreed process, we will merely advise the groups on an on-going basis

as they make their ways through their respective processes. This will also involve some interviews being conducted on completion of the process.