

# The Highland Council / NHS Highland

Agenda Item	11
Report No	JMC-25-24

**Committee:** Joint Monitoring Committee

**Date:** 13 December 2024

**Report Title:** Integrated Adult Services Delivery Plan Report

**Report By:** Highland Council Chief Officer Integrated People Services and NHS  
Director of Adult Social Care

## 1. Purpose/Executive Summary

- 1.1 This report provides information in relation to the key activities of the Highland Health and Social Care Partnership and the implementation of the Joint Strategic Plan for Adults. The strategic plan was designed to effect a transformation in integrated health and social care, away from institutional based care towards more community based care at home solutions, supported by a number of transformational approaches and programmes which are incorporated in the plan. This includes a greater emphasis on family support and the activation of the third sector to support them. Specific developments to find solutions to rural care are embedded in the approach, which has been developed and supported through on-going engagement with the Community Planning Partnership and previously approved by the JMC.

To ensure that there was effective support for the social care aspects of the plan, key aspects were included in the Highland Council's Delivery Plan in May 2024, following the three year budget settlement agreed by Council in February 2024. As part of that, there is a programme of work ongoing with associated investment funding from the Council of £20m over 3 years targeted at supporting the implementation of the Joint Strategic Plan and the necessary associated transformational change. There is information in this report on the progress of the delivery plan and the work being done to enable the transformation.

Since the strategic plan and delivery plan involves the establishment of a target operating model for social care, JMC members are provided with information on this in the report and asked to approve it.

## 2. Recommendations

Members are asked to:

- i. **Note** and **Approve** the update provided in relation to ongoing actions to deliver the programme associated with the transformation of adult social care.;
- ii. **Approve** the draft Target Operating Model; and

iii. **Note** the governance process agreed in terms of the allocation of the investment funds identified.

### **3. Implications**

- 3.1 **Resource** – There are no specific resource issues arising from this report, although it is recognised that the programme of work identified and discussed is funded by transformation funding identified by the Council in terms of the Delivery Plan which seeks to give effect to the delivery of the Strategic Plan.
- 3.2 **Legal** – The content of this report is to seek to ensure the Partnership’s compliance with The Public Bodies (Joint Working) (Scotland) Act 2014 and consequently the Strategic Plan which has been agreed as a result of those requirements.
- 3.3 **Community (Equality, Poverty, Rural and Island)** – There are no such implications as a result of this report although it is recognised that the content of the Strategic Plan and hence the Delivery Plan will have an impact on service delivery across Highland’s communities.
- 3.4 **Climate Change/Carbon Clever** – There are no climate change implications as a result of this report.
- 3.5 **Risk** – There are no risks specifically arising from this report, although it is recognised that the delivery of the Joint Strategic Plan and associated services will bring risks which the programme seeks to address. Those risks are set out in the partnership risk register which the Committee has previously approved. There are risks attached to the delivery of the programme itself which are set out in the draft risk log which is attached as **Appendix 3**.
- 3.6 **Health and Safety (risks arising from changes to plant, equipment, process, or people)** – There are no Health and Safety implications as a result of this report.
- 3.7 **Gaelic** – There are no Gaelic implications as a result of this report.

### **4. Background**

- 4.1 The Highland Council’s operational Delivery Plan consists of 6 portfolios which set out how the Council will deliver on commitments to secure social and economic transformation for Highland communities. The relevant portfolio for the purposes of this report is the Person Centred Solutions Portfolio which covers 4 themed workstreams relating to Family First, Adult Social Care, Digital Solutions and Capacity Building. The relevant workstream for JMC overview and scrutiny is the delivery of Adult Social Care with there being some involvement with the Digital Solutions portfolio. These workstreams are attached to this report at **Appendix 1**.
- 4.2 The Highland Council Chief Officer Integrated People Services is the Senior Responsible Officer for those Adult Social Care projects which are managed via the Council’s Person Centred Solutions Portfolio Board. The Assistant Chief Executive – People is the Sponsor. Both the Chief Officer and the Director of Adult Social Care for NHS Highland sit on the Portfolio Board. It is important that they do so as, unlike other workstreams, the delivery of adult health and social care is partnership business which NHS Highland leads on under the Lead Agency Model.

The Portfolio Board notes decisions in relation to allocation of reserves from the £20m funding available, consistent with the intentions set out in the workstreams and the Joint Strategic Plan and thereafter monitors progress. However, unlike other workstreams in the Council's Delivery Plan, Adult Social Care initiatives must first be agreed through the JOG and funding approved by the Chief Executives of both the Council and NHS Highland before matters are remitted to the Portfolio Board for Council monitoring and oversight of investment decisions. Likewise, progress against the projects associated with Adult Social Care workstream must also be reported to this Committee.

- 4.3 This governance process in terms of the allocation of reserves is set out in **Appendix 2**. A business case template will be used to support applications in terms of the funding to take forward constituent elements of the Programme. It is very likely that this may ultimately lead to applications from the third sector for funding to contribute to delivery of the projects identified in order to deliver upon strategic imperatives.
- 4.4 The appointment of a project manager tasked with looking to commission a Shared Lives service for Highland as part of the broader programme has been agreed at the joint Chief Executive's meeting and taken through the Portfolio Board. It is considered that such a service will play an important role in expanding the workforce in Highland who are delivering adult social care services and also improve the availability of respite services. Programme Manager capacity (two members of staff on a job share basis) has also been engaged to consider all elements across all projects within the Portfolio, including the Adult Social Care transformation programme to ensure a coordinated, integrated approach.

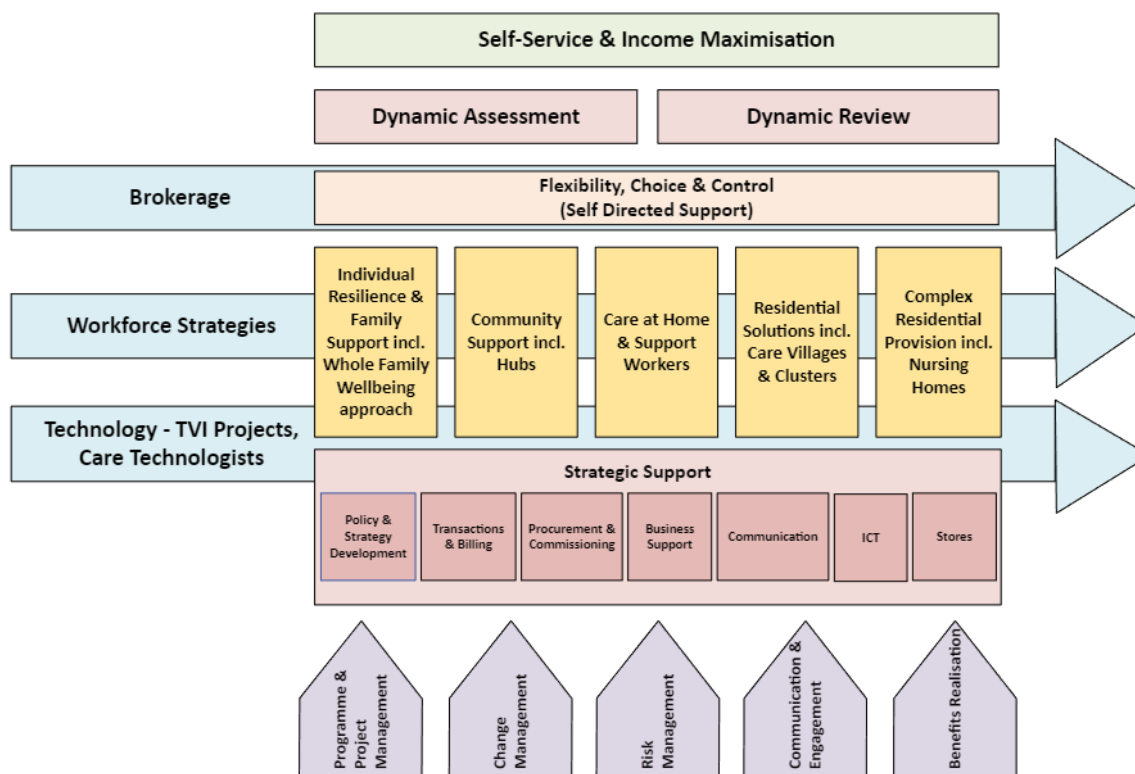
## **5. Transformation Programme to implement Joint Strategic Plan**

- 5.1 The Committee will recall that in terms of the implementation of the Joint Strategic Plan it has been accepted that there is a need to build upon and develop strategies on a pan Highland basis which will inform local plans being developed by the District Planning Groups. Those pan Highland strategies have been previously noted by this Committee and are as follows:-

- Self-Directed Support
- Handyperson Scheme
- Care at Home and Care Home future strategy informing a market facilitation plan
- Managing Complex Cases
- Shared Lives
- Workforce Strategy
- Housing Strategy
- Telecare and Digital Strategy

Many, though not all of these are NHS-led under the Lead Agency Model and having a framework in place that spans across these and wider Partnership priorities will be key to transformation. The Delivery Plan workstreams offer an opportunity to support the management of these interdependencies, whilst being clear on leadership and governance.

- 5.2 The work referenced at paragraph 5.1 in terms of developing pan Highland strategies has already commenced and the following draft Target Operating Model has been developed:-



Note: This Model applies to Transitions and Younger Adults as well as for Older Adults.

The five orange boxes in the TOM represent the key pillars of future care delivery, illustrating how services will be structured to support individuals to remain at home longer and reduce reliance on residential care. The intention is for these changes to be underpinned by relevant technology, community brokerage for SDS, and workforce strategies designed to ensure the sustainability of the model over time. The Strategic Support and triangles at the base of the model depict the essential infrastructure needed to facilitate this transformation and to ensure successful implementation of the new operating model.

- 5.3 The TOM is intended to outline the strategic vision, structure, processes, and technology needed to deliver high-quality, person-centred services; to show how care should be integrated across different settings — such as home care, residential services, and community-based support; to reflect and support the individual needs of service users; and be, as far as possible, equitable and affordable. It has been informed by the aims of the Joint Strategic Plan, has been the subject of workshop input and has also been shared with the Strategic Planning Group, the Partnership’s Joint Officer Group and the Care Programme Board. It is still under development and is likely to evolve over time.

## 6. Development and Implementation of the Joint Strategic Plan

- 6.1 Key to making progress, and as agreed at the last JMC meeting, is the need to bring together a well-resourced Programme team to drive forward the implementation of the Joint Strategic Plan, including the innovation and transformation projects that sit within the Adult Services theme in the Person Centred Solutions Portfolio and supported by the £20m reserve fund. This team now includes 3 members of staff on a part time basis from NHS Highland professional leadership team to support the delivery of the workforce strategies across the centre of the model. A project lead is in the process of being recruited and the intention is to appoint a Programme Director to take strategic

oversight of all elements of the transformation programme, reporting into the Chief Executives of NHS Highland and Highland Council. The need for additional posts to resource the team will be considered as the work progresses, based upon business cases coming forward to the JOG and on to the joint Chief Executive's meetings.

6.2 The team's focus is particularly on:-

- Care at Home and Support Workers
- Residential Solutions including care villages and clusters
- Complex residential provision including nursing homes

A business case is also under consideration by the Chief Executives in terms of a model for care, building on relationships with the third sector to support increased use of SDS Option 1 and 2 models of care.

6.3 As indicated above, wider strategic work will be required to develop associated housing solutions and this may involve bidding into the Council's Highland Investment Plan in the future to support changes to the care model in place in Highland. This strategic work is key in terms of shifting the balance of care and will contribute to one of the key performance indicators being the percentage of people over 65 being supported to remain in their own homes. There has already been reference to the future of care provision in Lochaber as a result of the position in relation to Moss Park. The Committee has also previously noted the need for similar work in Badenoch & Strathspey in terms of the operation of The Mains.

6.4 There is also ongoing work in relation to the "self-service and income maximisation" element of the model. This requires the partnership to consider how service users access a social care service and indeed if they require to do so. The intention is that the partnership adopt a "one front door type approach" such that the first contact should not necessarily be a request for an assessment. This element of the model will also include work with the Council's Welfare Team to ensure that all approaches for service are considered in terms of benefits entitlement, some of which are available without the need for means testing.

6.5 Key to all these elements is community engagement and a clear communication strategy and that too will be taken forward by the Programme team and subsequently reported to this committee. There will be ongoing engagement with the Strategic Planning Group as well as the more local district planning groups which have been established. Their role is important to the successful delivery of the strategy and the transformation programme.

## 7. Conclusion

7.1 The programme of work is both ambitious and necessary. It is important to note that the plan not only refers to the development of strategies but how such strategies can be used to deliver real change and Lochaber will be an early pilot area in this regard. It is likely that other areas will be identified whilst the transformational work required is underway.

7.2 As well as being ambitious the programme is not without risk. The Committee is aware of the risk register for the Partnership and this includes risks in terms of both workforce challenges; care home viability; and ongoing care at home challenges. It is intended that the programme of work which is the subject matter of this report will address some of those risks. A draft risk log, specific to this programme, has however been developed and is attached as **Appendix 3**.

Designation: Chief Officer Integrated People Services THC and  
Director of Adult Social Care, NHS Highland

Date: 2 December 2024

Author: Fiona Malcolm, Chief Officer Integrated People Services  
Simon Steer, Director of Adult Social Care

Appendices:

Appendix 1 – Delivery Plan workstreams

Appendix 2 – Governance diagram re funding

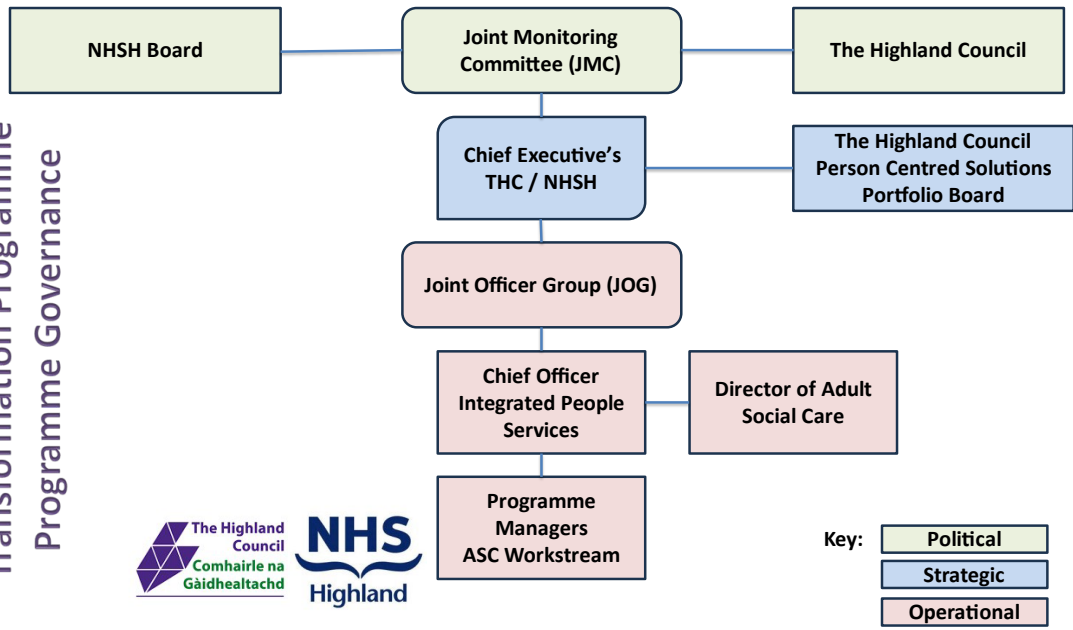
Appendix 3– Draft Risk Log

Workstream	<b>Person centred solutions</b>		<b>Senior Responsible Officer:</b> Chief Officer Integrated People Services	<b>Portfolio Sponsor:</b> Assistant Chief Executive - People
<b>Adult Social Care</b>	<b>Activity</b> Through the Joint Monitoring Committee (JMC), implement the Highland HSC Partnership Strategic Plan for Adults. We will: <ul style="list-style-type: none"> <li>• support people to live independently and well in their Communities</li> <li>• identify and implement local community support solutions</li> <li>• provide suitable and sustainable housing and residential options</li> <li>• develop a Target Operating Model (TOM) in terms of care solutions.</li> </ul>		<b>Measures of Success</b> <ul style="list-style-type: none"> <li>• % of people over 65 being supported to remain in their own homes.</li> <li>• Increase % of people remaining in their communities and where possible in the same placement.</li> <li>• Increased Direct Payments spend on adults.</li> <li>• Reduced cost of Adult Social Care.</li> <li>• Increased resources in local communities.</li> <li>• Increase levels of direct spend on families.</li> </ul>	
Project	<b>Project Elements</b> <ul style="list-style-type: none"> <li>• Develop a self-service portal with a focus on income maximisation.</li> <li>• Develop a process of dynamic assessment and review.</li> <li>• Work closely with NHS Highland as Lead Agency to develop a model of care for care at home, care homes and complex cases incl. the role of Self-Directed Support (SDS).</li> <li>• Roll out an extended handyperson scheme to support people to remain in their own homes longer.</li> <li>• Housing and residential solutions – including adaptations and monitoring</li> <li>• Roll-out of the Shared Lives Programme.</li> </ul>		<b>Milestones</b> <ul style="list-style-type: none"> <li>• Outline Business Case for Self-Service and Income Maximisation developed <b>31/1/25</b></li> <li>• Dynamic assessment and review approach developed, agreed and implemented. <b>30/6/25</b></li> <li>• Flexibility, Choice &amp; Control (SDS)- Implemented in five areas of Highland <b>28/2/26</b></li> <li>• Care at Home and Care Home Strategies- developed and approved <b>30/6/25</b></li> </ul>	
<b>Shifting the Balance of Care &amp; Accommodation Solutions</b>	<b>Responsible Officer:</b>		<b>Key Risks</b> There is a risk that... <ul style="list-style-type: none"> <li>• NHSH will fail to deliver the required savings as a result of continually increasing demand for services.</li> <li>• the Transformation Reserve (£20m) will be used to prop up existing service delivery rather than to support transformation and innovation.</li> <li>• existing workforce challenges across the Service will impact on delivery of the new Target Operating Model.</li> <li>• the Council and its partners fail to agree new terms with providers to extended roll out of handyperson scheme.</li> <li>• NHSH fail to deliver the Shared Lives Project due to the inability to identify suitable people.</li> </ul>	
<b>Programme Theme: 2 Resilient and Sustainable Communities</b>				
<b>Links to Performance Plan targets:</b> 2.5 (i), (ii)	<b>Links to Programme:</b> <b>Place</b> – Support communities to help each other live well and independently.	<b>Link to HOIP:</b> <b>People</b> – Improved access to services and support. <b>People</b> – Benefit from good health & social wellbeing opportunities.	<b>Ref: CS:29</b> <b>Investment: £20m (approved)</b> <b>Savings: £12.6m (NHSH)</b> 22	

Workstream	<b>Person centred solutions</b>		<b>Senior Responsible Officer:</b> Chief Officer	<b>Portfolio Sponsor:</b> Assistant Chief Executive
<b>Adult Social Care</b>	<b>Activity</b> Deliver the outcomes set out in the Highland Health and Social Care Partnership Strategic Plan for Adults and the Integrated Children's Services Plan with particular reference to that cohort of young people transitioning from Children's Services – including an education only service – to an Adult Social Care service. Identify and implement local solutions		<b>Measures of Success</b> <ul style="list-style-type: none"> <li>• Increased % of people remaining in their communities and in placements which can be sustained beyond childhood where appropriate.</li> <li>• Reduced cost of Adult Social Care.</li> <li>• Increase resources in local communities to provide more choice and opportunities to young adults in receipt of adult social care.</li> </ul>	
Project	<b>Project Elements</b> <ul style="list-style-type: none"> <li>• Working closely with NHS Highland as lead agency in terms of model of care and support provision.</li> <li>• Develop joint commissioning solutions with services across the Council including housing and employment services with a particular focus on young people transitioning to Adult Services.</li> <li>• Develop digital / community-based solutions.</li> <li>• The role of third sector providers clarified / systematised.</li> </ul>		<b>Milestones</b> <ul style="list-style-type: none"> <li>• To be agreed by the JMC in terms of the implementation of the Strategic Plan.</li> </ul>	
<b>Improving Transition Outcomes</b>	<b>Responsible Officer:</b> Head of Integrated Adult Services		<b>Key Risks</b> There is a risk that... <ul style="list-style-type: none"> <li>• NHSH will fail to deliver the required savings as a result of continually increasing demand for services.</li> <li>• existing workforce challenges across the Service will impact on delivery of Statutory Services.</li> <li>• there will be insufficient alternative providers available to commission new models of service delivery.</li> </ul>	
<b>Programme Theme: 2 Resilient and Sustainable Communities</b>				
<b>Links to Performance Plan targets:</b> 2.5 (i), (ii)	<b>Links to Programme:</b> <b>Place</b> – Support communities to help each other live well and independently.	<b>Link to HOIP:</b> <b>People</b> – Improved access to services and support. <b>People</b> – Benefit from good health & social wellbeing opportunities.	<b>Ref: CS:29</b> <b>Investment: £20m (approved)</b> <b>Savings: £12.6m (NHSH)</b> 25	



Adult Social Care  
Transformation Programme  
Programme Governance





Risk Log

Workstream: Shifting the Balance of Care & Accommodation Solutions				
Risk	Likelihood (Inherent/Residual)	Impact (Inherent/Residual)	Inherent / Residual Risk Scores	Mitigating Actions
<b>Reworded Risks</b>				
There is a risk that NHSH will fail to deliver the required savings as a result of continually increasing demand for services.	4/3	4/4	16/12	<ul style="list-style-type: none"> <li>Target Operating Model developed as the basis for how services will be delivered in the future within the resources available to NHSH.</li> </ul>
There is a risk that the Transformation Reserve (£20m) will be used to prop -up existing service delivery rather than to support transformation and innovation.	4/3	4/4	16/12	<ul style="list-style-type: none"> <li>Robust Business Case preparation, review and approval process in place linked to delivery of the Target Operating Model.</li> </ul>
There is a risk that existing workforce challenges across the Service will impact on delivery of the new Target Operating Model.	3/2	3/3	9/6	<ul style="list-style-type: none"> <li>Workforce Strategies being developed as part of the development and implementation of the Target Operating Model.</li> </ul>
There is a risk that the Council and its partners fail to agree new terms with providers to extended roll out of handyperson scheme.	3/2	3/3	9/6	<ul style="list-style-type: none"> <li>Review of Handyperson Scheme underway with new commissioning arrangements to be developed and agreed by 31/3/25.</li> </ul>
There is a risk that NHSH fail to deliver the Shared Lives Project due to the inability to identify suitable people.	3/2	2/2	6/4	<ul style="list-style-type: none"> <li>Commissioning arrangements being developed to deliver the Project.</li> </ul>

Risk Scores Likelihood: 1 – Highly Unlikely, 2 – Unlikely, 3 – Possible, 4 – Likely, 5 – Highly Likely  
 Risk Scores Impact: 1 – Insignificant, 2 – Minor, 3 – Moderate, 4 – Major, 5 – Catastrophic

Risk Log

Workstream: Improving Transition Outcomes				
Risk	Likelihood (Inherent/Residual)	Impact (Inherent/Residual)	Inherent / Residual Risk Scores	Mitigating Actions
<b>Reworded Risks</b>				
There is a risk that NHSH will fail to deliver the required savings as a result of continually increasing demand for services.	4/??	4/??	16/??	<ul style="list-style-type: none"> <li>To be developed.</li> </ul>
There is a risk that existing workforce challenges across the Service will impact on delivery of Statutory Services.	4/3	4/4	16/12	<ul style="list-style-type: none"> <li>Workforce Strategies being developed as part of the development and implementation of the Target Operating Model.</li> </ul>
There is a risk that there will be insufficient alternative providers available to commission new models of service delivery.	4/??	4/??	16/??	<ul style="list-style-type: none"> <li>To be developed.</li> </ul>

Risk Scores Likelihood: 1 – Highly Unlikely, 2 – Unlikely, 3 – Possible, 4 – Likely, 5 – Highly Likely  
 Risk Scores Impact: 1 – Insignificant, 2 – Minor, 3 – Moderate, 4 – Major, 5 – Catastrophic