



CÙRAM IS SLÀINTE NAN EILEAN SIAR

WESTERN ISLES HEALTH AND SOCIAL CARE PARTNERSHIP

INTEGRATED JOINT BOARD: 20 JUNE 2016

COMMUNITY EQUIPMENT SERVICE CONCLUSION OF WORK WITH JOINT IMPROVEMENT TEAM

PURPOSE OF REPORT

- 1.1 To seek approval to commit Integration Fund resources on a permanent basis to resource the Community Equipment Service (CES).

COMPETENCE

- 2.1 The finance implications of approving the recommendations require £51k to be allocated from the Integration Fund to sustain the CES in 2016/17. Based on 2016/17 cost estimates, an annual commitment of £102k will require to be allocated from the mainstreamed Integration Fund from 2017/18 onwards.
- 2.2 In relation to legal implications, staff contracts will require to be made permanent and the monthly lease contracts to be replaced with procurement for such services in line with practice for permanent services.
- 2.3 In relation to risk, failure to invest in the service will result in the current benefits to service users and partner organisations diminishing. The impact would reflect negatively on community waiting times, prevention work to avoid admission and supporting timely discharge.

SUMMARY

- 3.1 The Community Equipment Service is managed by the Occupational Therapy (OT) Services Manager and provides equipment to people to prevent admission to hospital, to enable them to be discharged from hospital promptly and to remain living safely at home for longer.
- 3.2 The OT Services Manager asked the Joint Improvement Team (JIT) to review the governance, finance and operation of the service in 2014. The review was carried out by the JIT's Equipment Lead for Place, Home & Housing.
- 3.3 A self-assessment was carried out at the start of the review which identified weaknesses in governance, funding and service. Work has been undertaken during the course of the review to address the areas to be improved. The final self-evaluation shows improvements in all areas, with the exception of finance and the resultant impact on service performance due to the fixed term arrangement of the service.
- 3.4 Staff members are currently employed on temporary contracts, vehicles are retained on monthly lease extensions and there is no substantive funding stream identified. Intermediate care and the development of the reablement service will be severely





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compromised if the CES is not adequately resourced on a permanent basis.

- 3.5 The finance implications of approving the recommendations require £51k to be allocated from the Integration Fund to sustain the CES in 2016/17. Based on 2016/17 cost estimates, an annual commitment of £102k will require to be allocated from the mainstreamed Integration Fund from 2017/18 onwards.
- 3.6 The IJB has a total pot of circa £830k per annum to invest in services which will support independence in the community. Members have already agreed to direct that in the main to the redesign of mental health, the development of intermediate care and the redesign of the care home estate. However, an investment of circa £100k per annum in the Community Equipment Service is supportive of that wider agenda.

RECOMMENDATIONS

- 4.1 It is recommended that the IJB:
- Note the positive outcome of the revised self-evaluation of the Community Equipment Service;
 - Approve the mainstreaming of the current services through the approval of an additional £51k of funding from the Integration Fund in 2016/17 and a maximum allocation of £102k be allocated in subsequent year's budgets in line with the IJB budget setting process

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LOCAL SELF EVALUATION AND ACTION PLAN

- 6.1 The self-evaluation in relation to the Community Equipment Service was undertaken by a multi-agency working group including representation from community nursing, occupational therapy, finance and social care, with assistance from the JIT's Equipment Lead for Place, Home & Housing. This evaluation identified weaknesses in governance, funding and service. Work was undertaken subsequent to the review to address these and the final self evaluation shows improvements in all areas, except finance.
- 6.2 The self-evaluation offers grading in each service area on a six point scale from excellent, very good, good, adequate, weak and unsatisfactory. It is based on the Care Inspectorate performance improvement model and the assessment includes scrutiny by the assessment group of evidence provided to support the assessment findings.
- 6.3 The self-evaluation findings of the original self-assessment covered ten assessed areas as follows:
- One area was assessed as adequate
 - Nine areas were assessed as weak
- 6.4 An action plan was developed and work has been in progress since that time to seek to improve on the original findings.
- 6.5 The findings of the repeated self-evaluation of the ten assessed areas carried out in June 2016 were as follows:
- One area was assessed as very good
 - Four areas were assessed as good
 - Four areas were assessed as adequate
 - One area was assessed as weak.

The full 2016 Self Evaluation is available as an Annex to this report and sets out the evidence areas.





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ANNEX 1 - COMMUNITY EQUIPMENT SERVICE REVIEW

FINAL REPORT, JUNE 2016

- 7.1 National guidance in relation to the provision of community equipment and adaptations changed in December 2009 to place the responsibility for defining the structure, delivery, financing and governance of equipment services with local partnerships. This presented an opportunity to review local services with a view to development and improvement.
- 7.2 It was agreed that the Joint Improvement Team (JIT) would provide support to review the community equipment service provision throughout the Western Isles. National developed tools – The Good Practice Guide for the Provision of Community Equipment services and a self-evaluation tool were utilised to guide the process. The self evaluation tool was used at the beginning and end of the review to identify the starting benchmark, the content of the action plan and to assess progress.

CES Review Progress and Further Actions

- 8.1 The review covers all aspects of the service pathway for equipment provision, starting at the point of initial assessment through to the provision of equipment and conclusion of the assessment process. Progress is described under key themes, with the 2016 evaluation indicators coloured in green (and represented by the larger tick).

Governance

- 9.1 A formal governance structure has been put in place through the Steering Group, although one of the Joint chairs returned to his substantive post due to organizational change towards the end of the review. The IJB will continue to review the governance arrangements.
- 9.2 The Steering Group will be strengthened further to incorporate the Finance Group and other major stakeholders, meeting quarterly to ensure robust service planning.

Overall rating Section 1: Governance					
Level 6 Excellent	Level 5 Very Good	Level 4 Good	Level 3 Adequate	Level 2 Weak	Level 1 Unsatisfactory
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	✓	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Service Model

- 10.1 The Self Evaluation identified that there were no clear policies and procedures in place. A Joint Policy for Provision of Community Equipment and the Community Equipment Service Store Policy, were created to comply with the consultation and governance of both organisations.





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- 10.2 The Policies clearly set out the roles and responsibilities of stakeholders and prescribers and the core equipment available from the service.
- 10.3 As part of the review process, all prescribing pathways were reviewed to ensure the service was responsive across all care groups and appropriately supported hospital discharge, prevention of admission and helped people to remain safely in their own homes. The roles of prescribers were also reviewed to encourage widening of professional roles into new areas of equipment provision. Examples of the benefits of this are Macmillan nurses and social care staff now able to prescribe toileting, bathing and self-care equipment. This had not been the case prior to the review.
- 10.4 A programme of equipment assessment training has been devised and is being rolled out throughout the Western Isles. Pairs of trainers are trained at “Train the Trainer” sessions and the training is then disseminated through their teams to widen access to equipment provision. A major barrier to the training programme is the lack of an identified venue so that equipment can be left in place. A more sustainable approach to the provision of training venues is being explored. Training events are being condensed into one day and split into defined modules.
- 10.5 Social care staff will be trained to prescribe equipment. Access to the Equipment Loan Management System (ELMS) used by NHSWI to prescribe equipment directly and will be managed at present through CES staff. There is already evidence that widening access to equipment has improved outcomes for people who need equipment.
- 10.6 There is still a need to develop information for service users and staff and it is planned to do this through a dedicated community equipment service website and new leaflets. However, services are well known and people know how to access them directly.

Overall rating Section 1: Service Model					
Level 6 Excellent	Level 5 Very Good	Level 4 Good	Level 3 Adequate	Level 2 Weak	Level 1 Unsatisfactory
<input type="checkbox"/>	<input type="checkbox"/>	✓	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Partnership Arrangements

- 10.7 The initial self-assessment identified that a formal partnership arrangement required to be developed. There has been very good progress, with mutual commitments identified around joint processes and proactive planning and successful joint funding bids to the Change Fund and the current extension resourced through the Integration Fund.
- 10.8 In order to establish a strategic approach, key stakeholders have been identified and a Strategy Group, Finance Group, Protocol and Store Services Group and Equipment Review Group were established.





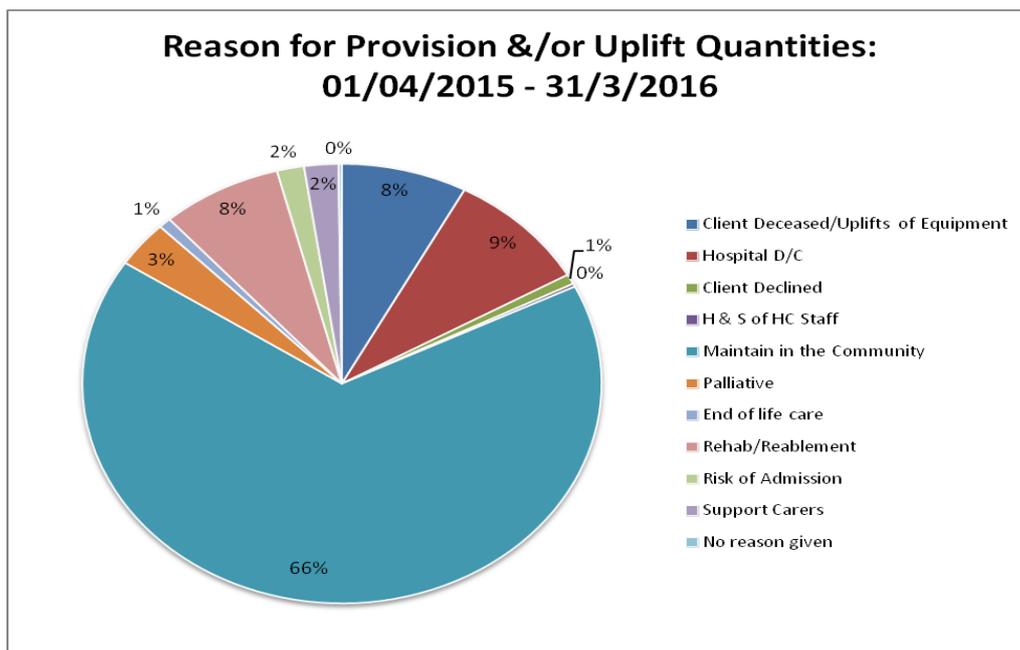
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Overall rating Section 3: Partnership Arrangements					
Level 6 Excellent	Level 5 Very Good	Level 4 Good	Level 3 Adequate	Level 2 Weak	Level 1 Unsatisfactory
<input type="checkbox"/>	<input type="checkbox"/>	✓	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Finance

- 11.1 The initial self-assessment recommended that a strategic future planning approach should be adopted for the service and that regular reporting should be undertaken. The CES manager has improved ELMS reporting to show the value of equipment, but there is no sustained or permanent funding stream identified. The service relies on ad hoc bids to the Minor Equipment budget and other non-recurring savings, with the exception of a rolling programme of replacement hoists and beds included in the NHSWI capital programme.
- 11.2 The service employs 6.5 WTE staff, of which four WTE staff (three for Lewis and Harris, one for Uist and Barra) are on temporary contracts. If no further funding can be found to continue these contracts, the regular weekly timetable of deliveries and uplifts will be severely compromised. Previous modeling of the substantive staffing indicates that the average waiting time for equipment will be 21 days.
- 11.3 If the temporary staff are not retained, the service will no longer be able to meet its 24-48 hour target for supporting hospital discharge, preventing admission to hospital or care home, and more significantly supporting end of life care. The chart shows the breakdown of CES activity in relation to the reasons for provision of equipment:

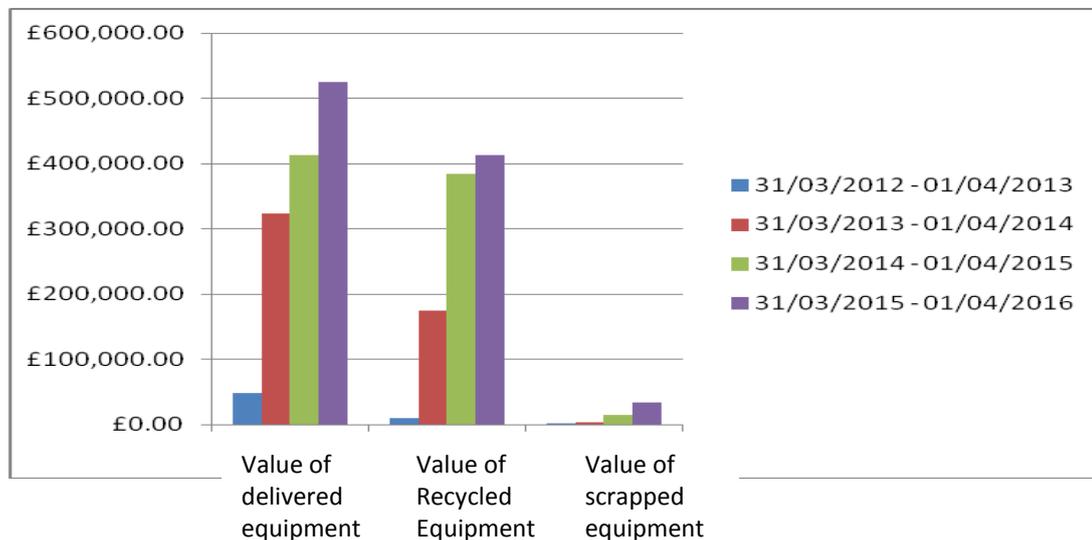




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- 11.4 In the last year, 74 equipment requests prevented people being admitted to hospital, resulting in a cost avoidance of £88,578. The opportunity cost is calculated at £342 per bed day x 74 people x 3.5 days (average length of stay 2015-16, elective and non-elective combined). In addition, there were 39 requests to assist with discharges from hospital. Intermediate care and the development of the reablement service will be severely compromised if the CES is not adequately resourced.
- 11.5 Recycling of uplifted equipment that is no longer needed provides a significant financial input to the service and the chart shows the increasing year on year value whilst these staff have been employed.



- 11.6 The service retains three vans, originally purchased through a leasing agreement but now on rolling monthly rentals. They facilitate a prompt and responsive service, especially for palliative and end of life requests and for the first time, a regular delivery and uplift service to Barra. The financial benefits of this service, in preventing admission and reducing bed days, should be factored into budgetary discussions.
- 11.7 The Finance Group has not met regularly or produced regular reports, as there has been no change in the funding status of the service over the course of the review. This group will be incorporated into the Strategy Group to maximise its input and impact.
- 11.8 There is an equipment servicing contract in place and procurement arrangements are regularly reviewed in order to achieve best value for money.





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Overall rating Section 4: Finance					
Level 6 Excellent	Level 5 Very Good	Level 4 Good	Level 3 Adequate	Level 2 Weak	Level 1 Unsatisfactory
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Communication

- 12.1 All stakeholders have been identified and included in the development of the policies. The service has made progress in engaging with them but in general communication is not strong enough and more work will be undertaken to ensure maximum use is made of the communication and media tools available – staff newsletters, Slainte, Events. Additionally, a suite of reports will be identified and a reporting structure through the Integrated Corporate Management Team agreed.

Overall rating Section 5: Communication					
Level 6 Excellent	Level 5 Very Good	Level 4 Good	Level 3 Adequate	Level 2 Weak	Level 1 Unsatisfactory
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	✓	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Service User and Carer Involvement

- 13.1 The Service will work with the PFPI officer and seek to appoint a carer or patient representative to the Equipment Services Group or the Protocol and Store Service Group. Patient and carer feedback is very positive but ways of recording this more formally will be investigated. Qualitative data around reductions in home care and efficiency improvements around wellbeing will be collected and used in service planning. The service began formally capturing feedback using a patient/user survey carried out by an OT volunteer.

- 13.2 Below is a selection of quotes captured to date:

“My daughter in law is my carer and used to have to assist me with bathing and showering but now I am able to manage myself, which is a great help.

“The high chair, bath seat, chair raisers, Sticks and toilet seat have all helped with mobility and independence. It has made me less reliant on others. I still have bad days with lots of pain but others I could run to Inverness!!”

“The equipment has greatly improved my health as I am no longer straining my back when trying to move my Mother”.

“I wouldn’t have been able to leave hospital as soon as I did without the equipment





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and I no longer need carers”.

“Equipment has helped me a lot. Very, very good indeed. Helping Hand Aid is so handy and the sock aid. Long Handled Shoe Horn really helps”.

Overall rating Section 6: Service User and Carer Involvement					
Level 6 Excellent	Level 5 Very Good	Level 4 Good	Level 3 Adequate	Level 2 Weak	Level 1 Unsatisfactory
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	✓	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Assessment and Provision of Equipment

- 14.1 The partners have produced formal joint protocols which clearly set out the roles and responsibilities for all stakeholders, including community nursing, physiotherapy, occupational therapy and social care staff, and clients and carers. However there are ongoing risks around social work staffing that may affect capacity to carry out assessments.
- 14.4 The Policies will be regularly and robustly reviewed by all partners to ensure that the ethos of open access to standard items is maintained in an equitable, safe, sustainable and person centred way.

Overall rating Section 7: Assessment and Provision of Equipment					
Level 6 Excellent	Level 5 Very Good	Level 4 Good	Level 3 Adequate	Level 2 Weak	Level 1 Unsatisfactory
<input type="checkbox"/>	<input type="checkbox"/>	✓	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Store Service

- 15.1 The Store Service policy details the standards covering all aspects of service provision and sets out the roles and responsibilities. Monthly reporting to the Single Operating Division of deliveries and uplifts is in place. There is work to be undertaken to consider more effective management of premises and the need to have the proposed permanent staffing arrangements. A new purpose built store is underway in Benbecula which will enhance service provision for Uist and Barra; the store in Lewis will require consideration for replacement as it is no longer fit for purpose due to inadequate space to store minimum stock levels. The service is using the Dun Eisdèan laundry building as an overflow store.
- 15.2 Modelling to reflect the substantive staffing levels was carried out in February 2016 to reflect the proposed reduction in the service. This was not an option favoured by service users and stakeholders.





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- 15.3 Software and reporting will be upgraded to give better access to all staff, including social care staff, and enhanced reporting. Options for joining a purchasing contract such as Cordia will be explored. Annual user service surveys will be used to inform the future strategy. The status of this indicator cannot advance beyond adequate as there is no long term sustainability for the service at present.

Overall rating Section 7: Assessment and Provision of Equipment					
Level 6 Excellent	Level 5 Very Good	Level 4 Good	Level 3 Adequate	Level 2 Weak	Level 1 Unsatisfactory
<input type="checkbox"/>	<input type="checkbox"/>	✓	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Performance

- 16.1 The original steering group established a sense of purpose and defined clear service objectives. The service has developed a suite of performance indicators and this will form part of the IJB's performance framework which is currently under development. Feedback from users indicates that they find the service to be excellent.
- 16.2 The service has also improved its efficiency by changing the way it delivers and uplifts equipment from Uist. Previously, the large van would deliver and pick up equipment from Benbecula, which necessitated an overnight stay and incurred additional ferry charges due to the length of the vehicle. The provision of an additional personnel and vehicle available in Uist means that the equipment exchange can take place in Leverburgh or Berneray, with one smaller van and no overnight stays required.

Overall rating Section 9: Performance					
Level 6 Excellent	Level 5 Very Good	Level 4 Good	Level 3 Adequate	Level 2 Weak	Level 1 Unsatisfactory
<input type="checkbox"/>	✓	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Training and Development

- 17.1 A joint training programme has been developed and is being implemented across the Western Isles. Work will be undertaken to investigate support for developing a learnpro module that will further support people to access the training. Training pairs have been formed to promulgate the training but the Protocol Group will need to keep this under review to make sure that gaps created by sickness or leavers in the training pairs are filled promptly. The training has been split into two modules: Basic core stock and non-complex equipment. The lack of a permanent training venue is a barrier to rolling the programme out more speedily.





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Overall rating Section 10: Training and Development					
Level 6 Excellent	Level 5 Very Good	Level 4 Good	Level 3 Adequate	Level 2 Weak	Level 1 Unsatisfactory
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CONCLUSION

- 18.1 The Community Equipment Service has been a joint service since 2004 and its strategic aims are to enable people to live as independently as possible within the community, provide services that support carers in their caring role, prevent admission to hospital and support safe and timely discharges. The service contributes to improving personal outcomes and gives service users the power to make autonomous decisions and live as independently as possible in a homely setting.
- 18.3 The Service is integral to the success of reablement and intermediate care. Evidence shows that it contributes significantly to cost avoidance in preventing admission, helping to facilitate prompt discharge and improving people's quality of life.





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