

REPORT

Item No: _____

SUBJECT:	Palliative Care
TO:	Integration Joint Board
Lead Officer for Report:	Interim Chief Officer
Author(s) of Report	Head of Health & Social Care, SL H&SCP Interim Chief Officer, North Lanarkshire
DATE:	05.03.18

1. PURPOSE OF REPORT

This paper is coming to the IJB

For approval	<input checked="" type="checkbox"/>	For endorsement	<input type="checkbox"/>	To note	<input checked="" type="checkbox"/>
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2. ROUTE TO THE BOARD

This paper has been:

Prepared	<input checked="" type="checkbox"/>	Reviewed	<input checked="" type="checkbox"/>	Endorsed	<input type="checkbox"/>
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The paper was jointly prepared by the Head of Health and Social Care, South Lanarkshire IJB and the Interim Chief Officer, North Lanarkshire IJB and was reviewed at the North Lanarkshire Health and Social Care Partnership Senior Leadership Team.

3. RECOMMENDATIONS

3.1.1 The IJB is asked to:

- Note the progress on implementation of the Palliative Care Strategy
- Note the planned exercise in Cumbernauld and Kilsyth aimed at supporting more individuals to be cared for at home
- Delay the planned contract review at Strathcarron Hospice from July 2019 to December 2019 to enable the above exercise to take place
- Approve that the funding for Strathcarron Hospice in 2018/19 revert back to the previous level of £0.552m (plus inflation)
- Approve a one-year contract with Strathcarron Hospice, in line with procurement advice, for 2019/20 at the re-instated level of funding for 2018/19
- Approve the transfer of £0.298m from the contingency reserve to increase the palliative care earmarked reserve from £0.840m to £1.138m for both 2018/2019 and 2019/2020

- Note that £0.552m plus inflation will be drawn down from the palliative care earmarked reserve in 2018/2019
- Note that an update on the balance of the North Lanarkshire IJB contingency fund is included in the IJB Financial Monitoring report which advises that the contingency fund is significantly reduced as a result of cost pressures to maintain service delivery.

4. BACKGROUND/SUMMARY OF KEY ISSUES

4.1 BACKGROUND

- 4.1.1 In December 2017, the Palliative Care Strategy was ratified by both North and South Integration Joint Boards (IJBs).
- 4.1.2 The Strategy sought to implement the outcomes of the review of Palliative Care Services for Lanarkshire based on safe (service stability and investment within Lanarkshire), person centred (consistent service, geographically accessible for patients and relatives), efficient (service model optimises delivery of alternative models nurse or other Staff led services), affordable and deliverable. This would ensure a Lanarkshire wide clinical and care model to meet the palliative care needs of all patients. A small, but key element of the Strategy related to the optimum number of hospice beds to meet the needs of the Lanarkshire population.
- 4.1.3 Lanarkshire had 43 hospice beds prior to the review. These were distributed as St. Andrews (30), Glasgow and Clyde Hospices (7) and Strathcarron (6) and Kilbryde (nil). The review proposed that 36 hospice beds across Lanarkshire would be commissioned from the hospices, 24 beds in St. Andrews Hospice, Airdrie and 12 beds in Kilbryde Hospice, East Kilbride.
- 4.1.4 Discussions with St. Andrew's Hospice in relation to inpatient provision following the review led to the offer by the Hospice of providing 30 beds at no additional cost to the Health Board. This was accepted by the IJB due to complexity of the review and in the interest of working through business and clinical models. The additional six beds would require additional medical cover and St. Andrew's agreed to fund this. This arrangement was to be reviewed within 12 months of the IJB's decision.
- 4.1.5 The Strategy also proposed the withdrawal of service level/contracted arrangements with out of area hospice provision, provided by Strathcarron Hospice in Forth Valley, Prince and Princess of Wales and Marie Curie Hospice in Glasgow and Clyde.
- 4.1.6 Subsequent to the publication of the Strategy, the North IJB agreed to continue to commission the specialist Palliative Care Service from Strathcarron for the population in Cumbernauld. This provision was to be reviewed after 18 months.
- 4.1.7 There was an expectation that this would have a reduction in the reliance in inpatient beds (six to three) and increase in the range of community led Palliative Care Services to support people at home. This will continue to be provided by Strathcarron Palliative Care Community Nursing. This change was implemented on 01 April 2018.
- 4.1.8 The areas of Cambuslang, Rutherglen and the Northern Corridor were previously served by Glasgow and Clyde hospice provision, with the new model setting out that Cambuslang and Rutherglen would be directed to Kilbryde Hospice and the Northern Corridor to St. Andrew's Hospice. In addition, the NHS Lanarkshire (NHSL) Specialist Palliative Care Community Nurse Service would be augmented to support the areas previously covered by Glasgow and Clyde.

There was engagement with the GPs in the Rutherglen and Cambuslang and Northern Corridor areas to ensure that they were fully aware of and involved in the changes.

- 4.1.9 Specialist palliative medical care would still be accessible from the Queen Elizabeth Hospital should it be required, however, GPs were encouraged to use SPC services within Lanarkshire.
- 4.1.10 In summary, following the review, the people of Lanarkshire now have access to 45 inpatient specialist palliative care beds, St. Andrew's (30), Kilbryde (12) and Strathcarron (3) in addition to the SPC Community Nursing Service. The St. Andrew's bed provision was reviewed in December 2018, with the original proposals setting out a similar review at Strathcarron by July 2019.

4.2 PROGRESS TO DATE

- 4.2.1 A Palliative Care Steering Group was formed in February 2018 to oversee the implementation of the palliative care strategy. The main aims initially were to withdraw from the Glasgow and Clyde Hospices, open the 12 beds in Kilbryde and ensure the clinical infrastructure was in place to support this as well as the community.
- 4.2.2 The areas that were specifically affected were Rutherglen and Cambuslang and the Northern Corridor of North Lanarkshire. Staff were recruited, clinical pathways were established and the subsequent transition of services to Lanarkshire has happened smoothly.

4.3 STRATHCARRON HOSPICE

- 4.3.1 The approved Palliative Care strategy proposed a reduction in the number of Hospice beds, with the reduced number focused within the Lanarkshire boundary area to create an integrated and consistent model. However, the North IJB decided to commission additional services within Strathcarron Hospice in recognition of the high quality service that the hospice had delivered in the Cumbernauld and Kilsyth area over a number of years.
- 4.3.2 A new funding package of £460k per annum was set out, based on projected activity:

Service	Activity
Community Nursing	54 patients
Day care	1032 attendances
Beds	1095 bed nights
Hospice at Home	90 patients
Lymphoedema	196 treatments

- 4.3.3 This arrangement was agreed with an 18month review period (October 2017 – April 2019).
- 4.3.4 Strathcarron Hospice have since raised concerns with regards to the reduction in funding, requesting an increase back to the previously agreed levels of £0.552mk (plus inflation) as demands to the service from the Cumbernauld and Kilsyth areas have not fallen in line with the projections outlined above.
- 4.3.5 Contract monitoring meetings have been established, which highlight the continued demand on the hospice and in particular inpatient beds, which in 2017/18 remained at nearly double the projection. This highlights the need for further focused work in the Cumbernauld and Kilsyth area to support more individuals to be cared for in the community, in line with the wishes clearly articulated in previous consultation exercises around palliative care.

- 4.3.6 It is proposed that the contract revert back to the previous value of £0.552mk (plus inflation) in year. For 2019/20, it is proposed that a one year contract be offered that continues this level of funding.
- 4.3.7 A review of the Strathcarron contract was planned for July 2019 and it is proposed that this be delayed until December 2019 to allow the planned community exercise in Cumbernauld and Kilsyth to take place.
- 4.3.8 The Public Contract (Scotland) Regulations 2015 allow direct contract awards without competition for contract values up to the EU limit, which for contracts falling into the category of 'Social and Other Specific Services' is currently £615,278 ex VAT over the lifetime of the contract. Taking into consideration the existing services currently being commissioned are to be reviewed in December 2019, procurement advice is that this route is applicable for the contract award in 2019/20.

5. CONCLUSIONS

- 5.1 Following the short life working group review on inpatient hospice provision, the Palliative Care Strategy was approved by South and North IJBs in December 2017.
- 5.2 In line with the wishes of the North Lanarkshire population and the national strategic direction, the strategy set a focus on developing services to support people in their own homes or homely settings, bringing together the considerable expertise of the hospices and existing community staff across health and social care.
- 5.3 Strong progress has been made in the roll out of the strategy, overseen by the Palliative Care Steering Group, supporting the transition of services in the Camglen and Northern Corridor areas from NHS Greater Glasgow and Clyde to Lanarkshire.
- 5.4 In December 2017, the North IJB approved a funding package with Strathcarron Hospice in recognition of the service provided to the areas of Cumbernauld and Kilsyth. With service demands not falling in line with projected activity, it is proposed that the contract value is reverted back to the previous value of £0.552mk (plus inflation) for the current financial year and 2019/20. Contract monitoring meetings will continue throughout 2019/20.
- 5.5 An exercise will commence in Cumbernauld and Kilsyth with the aim of supporting more individuals to be cared for in the community setting, bringing together the considerable expertise of the hospices and existing community staff across health and social care.

6. IMPLICATIONS

- 6.1 **NATIONAL OUTCOMES**
Palliative Care services are strongly linked to the national outcomes 2, 3 and 4 (maintaining independent living, positive experiences of services and quality of life) along with the national outcome indicator 15 (Proportion of last 6 months of life spent at home or in community setting).
- 6.2 **ASSOCIATED MEASURE(S)**
Reducing the length of stay for patients in hospital in the last six months of life is one of the 6 key 'measuring performance under integration' indicators.

6.3 FINANCIAL

This paper has been reviewed by Finance:

Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>	N/A	<input type="checkbox"/>
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On 12 December 2017, the IJB approved the establishment of an ear-marked reserve of £0.840m to support the implementation of the new palliative care services model across Lanarkshire over the two year transition period. The original earmarked reserve was based on an agreement that the service activity would be as highlighted at section 4.3.2 and costs would therefore be lower at £0.460m per annum.

As highlighted at section 5.4, the service demands have not reduced as originally projected. It is therefore proposed that the contract value is reverted back to the previous higher value of £0.552m plus inflation for 2018/2019.

The IJB is asked to approve the transfer of a further £0.298m from the contingency reserve to increase the palliative care earmarked reserve from £0.840m to £1.138m for both 2018/2019 and 2019/2020. The value of £0.552m plus inflation will be drawn down from this reserve in 2018/2019 and the balance of the reserve will be retained to meet the costs of the palliative care services in 2019/2020.

The IJB is asked to note that this funding solution is non-recurring and will therefore be exhausted by 31 March 2020.

Note that an update on the balance of the North Lanarkshire IJB contingency fund is included in the financial monitoring report to the IJB on 26 March 2019 which advises that the contingency fund is significantly reduced as a result of overall cost pressures to maintain service delivery.

6.4 PEOPLE

The development of integrated structures and teams will have a significant positive impact on the North Lanarkshire population. Ongoing engagement of staff, service users and carers will be vital in developing implementation plans.

6.5 INEQUALITIES

EQIA Completed:

Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>	N/A	<input type="checkbox"/>
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7. BACKGROUND PAPERS

8. APPENDICES



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CHIEF ACCOUNTABLE OFFICER (or Depute)

Members seeking further information about any aspect of this report, please contact Ross McGuffie on telephone number 01698 858 119.