

### **Digital Health and Care: Telecare**

#### **Summary and Recommendations**

COSLA continues to lead the digital health and social care agenda with Scottish Government and, as part of this, is a key partner in the Technology Enabled Care (TEC) Programme.

Within this programme of work, there is an appetite for a review to be undertaken of call handling services in social care telecare across Scotland. This report seeks agreement by the COSLA Health and Social Care Board that COSLA is the lead commissioner of this review and also presents an update on wider developments across telecare in the TEC Programme.

This paper invites the Board to:

- i. Note and discuss the update on the telecare;
- ii. Agree that COSLA leads a commission to review call handling services; and,
- iii. Note the Scottish Government's call for expressions of interest to participate in the Transforming Local Systems pathfinders.

#### **References**

Previous reports on Digital Health and Social Care and on TEC:

- 6 April 2018 – HSC Board paper on Digital Health and Social Care Strategy
- 1 December 2018 – HSC Board update on Digital

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## **Digital Health and Care: Telecare**

### **Purpose**

1. This report provides a short update on telecare within the Technology Enabled Care Programme and, specifically, recommends that COSLA agrees to commission a review of call handling services in telecare. Members are also asked to note the Scottish Government's call for expressions of interest to participate in the Transforming Local Systems Pathfinders.

### **Current COSLA Position**

2. COSLA is a co-author of Scotland's Digital Health and Social Care Strategy and a member of the TEC Programme Board.

### **Digital Telecare**

3. Telecare has around 1.8 million users in the UK. In Scotland data from the Scottish Government's social care survey estimates that around 130,000 people in Scotland receive a telecare service from a local authority. There are an estimated further 45,000 people who use telecare services provided by housing associations. On average 20% of all citizens over 75 years old are in receipt of a telecare service and there is a clear case for increasing this proportion.
4. The Scottish Government's Technology Enabled Care (TEC) Programme has a dedicated telecare workstream whose focus is to expand the take up of telecare and also progress activity around the switch from analogue telecare service to digital telecare. The workstream provides central advice, support and monitoring for local telecare service providers in respect of their TEC grant funded activities.
5. Across the UK, the telephony network is being upgraded from its existing 1970s analogue infrastructure to a fully digital internet-based infrastructure. We know from testing, and international experience, that existing analogue systems that run over a digital network face increased chances of failure – which would not be safe for a lifeline service such as telecare.
6. The TEC Programme has facilitated significant scoping work to establish good foundations to test, evaluate and create the conditions to scale digital telecare. This activity has progressed significantly, working to the priorities identified in the Digital Telecare Roadmap 2018/19. There are have 17 partnerships signed up as participants and have now moved from strategic planning to implementation with the first digital telecare services planned to 'Go Live' in September 2018 which will deliver a target of 500 citizens' transitioned to digital telecare by December 2018. The learning from this discovery phase has been used to support the wider telecare community, via publication of guidance materials, interactive workshops and a programme of Webinars.
7. The established collaborative between TEC, SCTT/NHS 24 and LGDO has been an essential cornerstone for the programme and remains critical to success. Martyn Wallace as SRO and Dr Colin Birchenall chair of the Technical Advisory Group (TAG) have provided essential advice and guidance to the partnerships to support the initial transition.

## **Review of Call Handling Services**

8. Telecare services are central to delivering the ambition set out in Scotland's Digital Health & Care Strategy to "empower citizens to better manage their health and wellbeing, support independent living and gain access to services through digital means".
9. Telecare will only deliver outcomes for the people we serve if the response to people's need for help and support is delivered by the right people in the right way at the right time. Call handling arrangements, including call monitoring and initial responses, are key to an effective system. Earlier reviews (FarrPoint and Deloitte) have identified considerable variation in the approaches to call handling and have recommended that further work is undertaken to identify the best value design or designs. The need for upgrading of ageing call monitoring technology in local Alarm Receiving Centres, alongside the decision by communications providers to switch from analogue to digital telephony, increases the importance of a national review of new models and approaches that can inform local decision making.
10. Scottish Government and COSLA wish to review the current arrangements for providing telecare call handling services in Scotland, looking at what currently works well and identifying and assessing options for future service delivery. It is proposed that the review is commissioned through COSLA – with resources provided by the Scottish Government – and this report seeks the Board's endorsement for this.

## Aim and Objectives

11. The overall aim of the commission will be to identify and assess options for future service delivery for telecare call monitoring and initial response that use digital technology and that can improve outcomes and while deliver best value. This should provide a basis for any future national, regional or local decisions about telecare services, leading to transformed call handling services by 2022.
12. It is proposed that to meet this overall aim, a contractor will need to undertake the following:
  - An overview of the contribution made by ARCs to local community planning outcomes.
  - Mapping the current landscape of Alarm Receiving Centres in Scotland. Overview information about the 21 ARCs has been collected and a summary is annexed. Contractors will be expected to verify this information, and to extend as necessary to meet the objectives of this review, such as in relation to scope, use and resourcing. Mapping should also include any planned changes and their intended purpose.
  - Consider how initial response and ongoing care, which will primarily be based around IJB areas and localities, can be best served by best practice call handling
  - Consider how the benefits, or otherwise, of the integration of call handling with other local services and the opportunities for coordination with services such as Fire and Rescue and NHS24. Identifying the strengths and limitations of the current configuration of ARCs, making clear the factors that have shaped the differing service designs, and the extent to which these remain factors that should inform decisions on future call handling arrangements.
  - Identifying options that meet key requirements and are informed by a clear understanding of experience nationally and internationally of what works.
  - A participative appraisal process of the identified options that is transparent, rigorous and grounded, and takes into consideration, best value.
  - Quality analysis and reports at regular intervals throughout the commission to maintain communication with the clients and key stakeholders.

## Approach

13. We do not have a fixed view of the methods that contractors should adopt to meet the requirements of the brief. There are however certain aspects that we consider to be essential to its successful delivery:

- **Full stakeholder engagement.** This review is intended to inform and support decision-making about future arrangements for call handling arrangements. Local partnerships, local authorities and those directly involved in that decision-making have a key interest in this review and must find it relevant, useful and credible. Contractors must ensure that their approach engages with relevant stakeholders and takes account of their views. Service users should also be consulted with.
- **Differing contexts.** Partnerships deal with different demands for their call monitoring and initial response services, particularly in terms of the number of people and calls, and the geography of their local areas. There are also differences in the configuration of local care and support services, with a number of the ARCs handling calls for services other than telecare. The review and the options must be based on a sophisticated understanding of these differing local contexts.
- **Greater standardisation and harmonisation of technology.** There is general support to identify ways in which greater standardisation of technology could improve service design and cost effectiveness and create opportunities for new regional or national models and harmonisation at a regional or national level.
- **Building on what works.** Future options should build on a robust understanding of what works in current models, and why. At the same time, it will be important to recognise that new technologies, changes in people's use of mobile and internet based systems will bring opportunities for greater diversity in the design of services offered. This aspect should also consider what works best in the Scottish public sector environment i.e. in the context of Community Planning Partnerships, IJBs and the policy and legislation underpinning these partnership approaches.
- **Forward looking, realistic options.** Changes to the current arrangements for call handling must take place, driven most clearly by the shift from analogue to digital technology. Future service design and the options identified should offer more than just upgrading of existing systems and offer, for example, ways to support greater self-management and or charge for enhanced services.

## Outputs

14. COSLA will request outputs from the review including:

- Review of the current arrangements for call monitoring and initial response for telecare services in Scotland
- Options and appraisal for future arrangements, including preferred option(s) for call monitoring and initial response for telecare services in Scotland
- A slide deck that covers the above two outputs.

15. This project will be completed by mid-March 2019 and a final report will be brought back to the COSLA Health and Social Care Board for their consideration. A reference group will also be established to provide oversight and guidance to the contractor including membership from COSLA (chair), Scottish Government, IJB Chief Officers, SOLACE, NHS, and independent advisors.

## **TEC - Transforming Local Systems - Invitation for Expressions of Interest**

16. The Digital Health & Care Strategy has a specific focus on empowering citizens to better manage their health & wellbeing, support independent living and gain access to services through digital means. It largely sets out to do this through a focus on service transformation,

building on much of the work already started through the Technology Enabled Care (TEC) Programme.

17. At a national level, the TEC team are in the process of developing a joint approach to supporting local service transformation, enabled by digital. In the meantime, the TEC Programme [committed in 2018/19](#) to develop local exemplars ('pathfinders') to facilitate transformation of local health and social care services using digital technology to shift local delivery upstream to prevention and self-management.
18. In pursuit of this, Scottish Government are now seeking Expressions of Interest from those areas interested in participating in this initial development and discovery period for the pathfinder programme.
19. Expressing interest at this stage will be a commitment to engaging in the discovery period, but it will not be a commitment to submitting a detailed proposal to become a pathfinder. The attached note (Appendix 1) goes into further detail, and includes a short form to be completed by those areas/partnerships interested in becoming involved.

### **Proposed COSLA Position**

20. COSLA continues to play a leading role with Scottish Government and partners to deliver the Digital Health and Social Care Strategy. In this capacity and as a member of the TEC Programme Board, the Board is invited to agree that COSLA is the lead commissioner of a review of telecare call handling services.
21. COSLA will maintain a neutral role in the work of the commission and will respond to its findings. In engaging with the contractor and finalising the scope of the commission, the Board is asked to agree that COSLA should emphasise the need for the future of telecare call handling services to be outcomes-focused. Any future decisions on the call handling system must be informed by what works for communities, in the context of current policy and legislative landscape (i.e. integration and CPPs) and should be based on the principles of best value rather than cost.

### **Next Steps**

22. If members agree, a detailed commission will be agreed by COSLA officers, Scottish Government colleagues and other key partners and issued to potential contractors. A final report will be brought back to the COSLA Health and Social Care Board for consideration.

**August 2018**



## **Transforming Local Health & Care Technology Enabled Care Pathfinders**

The TEC Programme is seeking Expressions of Interest from Health & Social Care Partnerships to design and lead pathfinders focused on 'place', that test and develop the potential of technology enabled care to transform local health and care systems.

### **The ambition**

Our national ambition is to achieve high quality services, with a focus on prevention, early intervention, supported self-management, day surgery as the norm, and – when hospital stays are required – for people to be discharged as swiftly as it is safe to do so.

That ambition requires major change – transformation – in the way in which we design and deliver our services. Technology must be at the centre of those changes – it is transforming the way we all live our lives, personally and at work, and all public services have to respond to this society wide shift.

The [TEC Delivery Plan for 2018 – 19](https://www.digihealthcare.scot/home/strategy/) includes a commitment to develop local exemplars to facilitate transformation of local health and social care services using digital technology to shift local delivery upstream to prevention and self-management. These will support the Service Transformation agenda set out in the Digital Health & Care Strategy, <https://www.digihealthcare.scot/home/strategy/>.

More specific objectives are to develop exemplars where

- A focus on 'place' brings together the best of current technology in a whole that is greater than the sum of the parts
- Service re-design incorporates digital technology and changed methods of communication as integral and core
- Re-design embraces and delivers significantly greater opportunities for self-management
- Demonstrably greater support for carers is delivered so that they can continue their role for longer and with a better quality of life
- There is a multi-sector focus and success in mobilising and using the assets of the housing, independent and third sectors as well as health and social care
- Demonstrable improvement in personal outcomes key national indicators is delivered.

### **The approach**

There are huge challenges in achieving transformational change, with too many examples of bold ambitions ending in relatively limited change. We are therefore proposing to co-design the pathfinder initiative with interested partners in an initial period that shapes and defines its specific objectives and deliverables.

Selection of the pathfinder areas will be a second and subsequent stage. This will allow interested partners to develop their thinking, with support, before deciding whether becoming a pathfinder is the right opportunity at the right time for them.



### Expressing interest

We are now seeking Expressions of Interest from leads in HSCPs to participate in this initial development and discovery period for the pathfinder programme.

We are looking for Partnerships who are already involved in transformational change using the power of digital technology, and where there is:

- A commitment to empowering citizens to manage their health and wellbeing
- Cross sector collaboration in a strong local partnership where all are equal
- Committed leadership support and active engagement in technology enabled care, with an ability to address barriers and obstacles as they arise.
- A readiness to shape, and modify, existing investment programmes (capital and revenue) to achieve a shared, common goal/ambition/vision
- Commitment to the Digital First service standards and Digital Participation Charter.

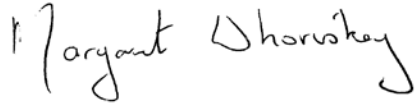
It is important to note that we are looking for areas where there are well established and strong relationships with local partners. The call for Expressions of Interest is being issued to HSCP Chief Officers and this should be circulated to key stakeholders through established channels, including Third Sector Interfaces. A lead from the Partnership should be identified and must be endorsed by the HSCP Chief Officer.

Expressing interest at this stage will be a commitment to engaging in the discovery period, but it will not be a commitment to submitting a detailed proposal to become a pathfinder. We do however consider it essential that Partnerships have participated fully in shaping the Initiative in order to submit a detailed proposal to become a pathfinder.

To express interest, a completed Expression of Interest (no more than 3 pages) should be submitted by cob **Friday 7<sup>th</sup> September** to the Technology Enabled Care Programme Office, email **NSS.TEC@nhs.net**.

Further information about the TEC pathfinder initiative is annexed. If you would like to discuss the Initiative in further detail or have any questions, please don't hesitate to contact Alistair Hodgson (07896935480 or [Alistair.hodgson@gov.scot](mailto:Alistair.hodgson@gov.scot)).

Yours sincerely

A handwritten signature in black ink that reads "Margaret Shorrock". The signature is written in a cursive style with a large initial 'M'.

Margaret