



## **A – Z Introductory Guide to Health and Social Care**

### **Joint Resources**

#### **Brief description**

Joint Resources is the overall term that covers all aspects of resources that need to be brought together to support the delivery of better outcomes for service users and their carers. Specifically, resources that impact on the delivery of local improvement targets need to be jointly managed to improve their existing use. These resources include staff, purchased goods and services, facilities and equipment and any other resources currently made available within each of the existing separate agencies to deliver services. Joint Resourcing is seen as a major means to improving national and local planning, commissioning and financial management of joint services.

#### **The National Picture**

Successive governments have shared a wish to see better joint working between social work, health and housing both in strategic planning and the assessment of individual need and service delivery. Health and social care staff support the same people in the community, and it has been felt for a long time that they would benefit from better coordinated and more joined-up approaches. The arrangements for joint resourcing and joint management also reflect the Executive's policy on managing cross cutting issues generally, which aim for more coordinated responses and better results or outcomes for people who use public services. The Joint Future Group's report published in December 2000 called for "*Joint resourcing and joint management of services*".

The Scottish Executive's 2001 Guidance on Joint Resourcing indicated that Local Partnership Agreements should set out an agreement on the resources (including staff, money, equipment and property) to be brought under joint management arrangements, and an agreement on outline joint development priorities and the associated organisational and people development plan and targets for the next 3–5 years.

The Community Care and Health (Scotland) Act 2002 enabled health bodies and local authorities to make payments to one another for all relevant functions, and this has cleared the way for joint resourcing by transferring resources between the NHS and Councils and pooled or aligned budgets within integrated services.

## Definitions

Joint resourcing is more than just the financial contribution of each agency. It involves bringing together under joint management: staff, purchased goods and services, facilities and equipment in order to use them most effectively to deliver better outcomes for service users and their carers. It is also about the active participation and engagement of all relevant players from housing, social work and health, including the interface with acute and mental health services, in a holistic approach to health and care services.

The following elements should be part of the envelope of resources to be managed under joint resourcing arrangements:

- Local authority social work services resources for all community care groups – this will include direct services (either provided or purchased) and indirect services where appropriate
- Dedicated NHS services for these groups such as continuing care, assessment and rehabilitation services, day hospitals and services commissioned from the independent sector;
- Health, social work and housing equipment and adaptation services for community care groups (and children's services where included);
- Relevant services for these groups provided by CHPs such as but not limited to health visitors, district nurses, Allied Health Professionals (AHPs);
- Any aspects of acute services, which are primarily intended for the care of these groups, where local agencies see value in their inclusion.

Services can sometimes be categorised under different headings, such as older people's services or mental health joint resourcing arrangements. Local partners need to resolve these issues locally and jointly. The essential requirement is to include resources where there is the possibility of them being used more effectively as part of the holistic approach referred to above.

This is a time of transition for housing organisations but the inclusion of housing from the start is critical to agreeing a meaningful vision for services and taking a holistic view on the deployment of resources. This applies even when certain funds may be ring-fenced, such as those for Supporting People, or applied to those with special needs more generally, wherever located. The resources of other services such as Education, Transport, Social Inclusion agencies, Recreation and Leisure may also be taken into account.

SE Guidance has indicated that agencies can decide whether or not to include resources for property and capital equipment under joint management. The guidance issued by the

Department of Health and the Chartered Institute of Public Finance and Accountancy (CIPFA) states that any major capital investment will be best managed by contributions to the host agency if there is a pooled budget. This will ensure clarity of ownership, and liabilities and help avoid disputes at a later date. Rent overheads and capital charges can be charged through the pooled budget.

### **Key recent/current issues and developments**

A key issue will be how local partnerships use the new flexibilities offered by the Community Care and Health (Scotland) Act 2002 to develop aligned or pooled budgets.

An Aligned Budget will involve the grouping together of separate budgets to improve the joint planning and deployment of resources by local partners. Decisions will be taken collectively about the aligned budget but the individual funds will still be technically held within separate agency budgets to allow them to identify and account for their own contribution. Each agency remains accountable for use of monies and is subject to its own accounting and audit arrangements.

A Pooled Budget will provide a mechanism by which the agencies contribute to a discrete fund. Within this fund or “pool”, contributions will lose their original identity and will be committed and accounted for against the joint aims of the partners. To meet their own statutory obligations and justify their contribution to the fund, agencies will begin by clearly stating the purpose, scope and outcomes for services within the pooling agreement. For accountability and legal reasons a pooled budget will be hosted by one of the partner agencies, in accordance with its standards of financial governance and the requirements of the agencies for monitoring and review.

The Joint Performance Information and Assessment Framework (JPIAF) issued in February 2003 indicated a requirement, JPIAF 4, for local partners to establish a Joint Resourcing Financial Framework (JRFF) as part of their Extended Local Partnership Agreement by 30 April 2004 for all community care services. The JRFF Self-Assessment Checklist provided a more detailed indication of the content of the JRFF, which was required to include, as a minimum: financial management arrangements; financial protocols; a strategic baseline; an operational baseline; and a medium term financial plan.

Managing the transition to aligned or pooled budgets will be a major challenge for local partnerships. There will also be major issues in relation to financial planning and financial management, budgetary control and controlling costs, managing the mixed economy of care, commissioning and contracting.

## **Implications for Joint Working**

Joint Resourcing enables:

- More single points of access to community care services
- Strengthening locality working and the deployment of resources closer to user's, patients' and carers' needs, leading to greater flexibility and responsiveness of services;
- Better use of resources;
- For elected and appointed members: taking the opportunity to make decisions in terms of a much broader range of relevant resources and thus helping to develop "whole person" approaches to care;
- For managers: using the opportunity to create a more integrated view of the planning, commissioning and delivery of services; and to develop more "whole person" approaches to service delivery;
- For front-line staff: using the opportunity to develop a wider skill base, to meet more effectively the needs of individual users, patients and carers, and support them to live the lives they want.

In the context of better joint working, partnerships need to consider:

- The need for openness and transparency between agencies in respect of finances, including clear agreements around managing budget over and under-spends;
- Devolving budgets to frontline staff;
- Clear governance and accountability arrangements.

## **Relevant legislation and statutory guidance**

**Joint Resourcing and Joint Management of Community Care Services** Sept 2001

<http://www.show.scot.nhs.uk/sehd/publications/ccd7-01.pdf>

**Community Care and Health (Scotland) Act 2002**

<http://www.opsi.gov.uk/legislation/scotland/acts2002/20020005.htm>

Scottish Executive Circular summarising the provisions of the above Act and how they will be brought into force, CCD2/2002 March 2002

[http://www.show.scot.nhs.uk/sehd/publications/CC2002\\_02.pdf](http://www.show.scot.nhs.uk/sehd/publications/CC2002_02.pdf)

**The Joint Performance Information and Assessment Framework (JPIAF)**

February 2003

[http://www.show.scot.nhs.uk/sehd/publications/CC2003\\_01.PDF](http://www.show.scot.nhs.uk/sehd/publications/CC2003_01.PDF)

**How can I find out more?**

If you want more information about Joint Resourcing, visit the Scottish Executive's Joint Future website. You will find links to relevant guidance and contact details for the policy team within the Executive that leads on this topic:

<http://www.scotland.gov.uk/Topics/Health/care/17673/9475>

**Joint Premises Toolkit**

<http://www.scotland.gov.uk/Topics/Health/care/17673/JPT100>

[You can find out more about the Joint Performance Information and Assessment Framework (JPIAF) referred to in this document on the Joint Future website. There is also a separate A-Z guide in this series published by the Joint Improvement Team to provide an overview and direct you to useful information.]