



Northern Ireland Audit Office

MEDIA RELEASE

MANAGEMENT OF THE TRANSFORMING YOUR CARE REFORM PROGRAMME

Mr Kieran Donnelly, the Comptroller and Auditor General, today published his report on the Management of the Transforming Your Care Programme. The Department of Health published *Transforming Your Care* (TYC) in December 2011, setting out its vision of how health and social care services needed to change to meet the future needs of the local population. Based around the central idea of home as the “hub” of service provision, a key facet of the programme was the reallocation of £83 million of resources from the hospital sector to primary and community care.

Mr Donnelly said: “Transforming Your Care was an ambitious shared vision for changing how core elements of health and social care services could be delivered. However, in the absence of a precise action plan, backed by the necessary finance, the impact of TYC has been much more limited than expected and the hoped-for shift of services from hospitals into people’s own homes has not happened as rapidly as had been intended.

Despite its shortcomings, local clinicians and managers have worked closely with patients through a series of 17 Integrated Care Partnerships (see Notes) to establish new models and approaches to care: for example, an initiative to help avoid the unnecessary admission of older people into hospital has allowed £7m to be released for other domiciliary care services; fewer hospital beds have been required as a result of changes in the rehabilitation of those suffering from strokes; and further inroads have been made in developing community based mental health services.

As part of the programme, conventional capital funding was also used to roll-out new multi-specialty community Health and Care Centres in Banbridge (£16 million), Ballymena (£25 million) and Omagh (£85 million). These offer a glimpse of a future centred on integrated out-of-hospital care. In addition, an alternative funding stream – Third Party Development (see Notes) (3PD) - was established in order to enable the delivery of similar sites in Newry (£40 million) and Lisburn (£40 million). Ministerial Directions (see Notes) were sought and received in respect of these.

The report makes it clear that the implementation of TYC has been particularly hampered by the financial challenges encountered resulting in a lack of stable funding and having to rely on monies becoming available through the in-year monitoring process. To compound matters, many of the Department’s bids for such resources were unsuccessful. As a result, by March 2016, the programme had only realised £28 million of the £130 million savings anticipated in the original business case. To mitigate the worst effects of the funding problem, in March 2016, the Department announced the creation of a ring-fenced Transformation Fund of £30 million.

The report also explores the current direction of reform in health and social care, including the Donaldson Report of 2014 and the review led by Professor Rafael Bengoa in 2016. Following the latter, the Department published an action plan, *Health and Wellbeing 2026: Delivering Together*, which seeks to build on the direction set by TYC. Mr Donnelly said: ***Building on the***

foundations laid by TYC offers the best hope for the Department and its partners to sustain and transform the delivery of health and care services. As my report shows, the challenge this time lies in: translating the ambitious proposals into credible plans; focusing funds on community-based models of care; workforce planning to support these new models; and consolidating the evidence of what works.

He concluded: ***The transformation of health and social care is highly demanding. Consequently, leadership of the highest order will be vital in moving the reform process forward. This will mean building a distributed leadership system which focuses on relationships and interventions and promotes the commitment of medical professionals to improvement initiatives.***

Notes for Editors

1. The Comptroller and Auditor General is Head of the Northern Ireland Audit Office (the Audit Office). He and the NIAO are totally independent of Government. He certifies the accounts of Government Departments and a range of other public sector bodies. He has statutory authority to report to the Assembly on the economy, efficiency and effectiveness with which departments and public bodies use their resources. His reports are published as Assembly papers.
2. 17 Integrated Care Partnerships were established by, September 2013, with each, typically, comprising 13 members: one medical specialist; one nurse; one allied health professional; one social worker; one member of the ambulance service; one member from the voluntary sector; one from the community sector; two service users/carer representatives; two GPs; a council officer concerned with community planning and two community pharmacists.
3. Broadly, a 3PD agreement provides for the developer to build new premises to a certain standard and design and, on practical completion of the development, the nominated HSC Trust partner will sign a lease. GPs then take a sub-lease from the HSC Trusts. While the GPs pay rent and rates to their respective HSC Trust, this is a “pass through” cost and is paid for by the HSC Board. The HSC Trusts, in turn, pay the developers an Annual Service Payment for the use of the building.
4. While the business cases for Health and Care Centres at Newry and Lisburn demonstrated that the lowest cost option was to build them through the Department’s own capital programme, in the Department’s view the capital costs associated with conventional procurement options were not affordable within the capital programme if the centres were to be progressed in the short to medium term. The Ministerial view was that delaying the projects would impact on the reform of the health and social care system. When a Minister wishes to proceed with a course of expenditure against the advice of his or her Accounting Officer, a Ministerial Direction is notified to the Public Accounts Committee, leaving the accountability line for this expenditure with the Minister rather than the Accounting Officer.
5. The report is available on the Audit Office website at www.niauditoffice.gov.uk. The report is embargoed until 00.01 hrs on 11 April 2017.
6. Background briefing can be obtained from the Audit Office by contacting Sean McKay (028 9025 1075).