
Cabinet Member (Health and Adult Services)
Health and Social Care Scrutiny Board (5)

29th July 2014
30th July 2014

Name of Cabinet Member:

Cabinet Member (Health and Adult Services) – Councillor Gingell

Director Approving Submission of the Report:

Executive Director - People

Ward(s) affected:

All

Title:

Adult Social Care Peer Review and Commissioning and Personalisation Plan

Is this a key decision?

No

Executive Summary:

A number of significant local and national financial and policy challenges are being experienced across Adult Social Care. Further reductions in the local government settlement, along with increased demand on resources through changes introduced through the Care Act, means Adult Social Care has to continue to improve the way services are provided in line with managing the increasingly challenging financial position.

The Local Government Association (LGA) launched its approach to Sector Led Improvement in 2011. This was launched following the removal of national targets and assessments with the aim of driving improvement through self-regulation and innovation. In addition to this the LGA's 'Rewiring Public Services' campaign endorsed the central role that peer challenge plays in ending bureaucratic inspection, improving all Councils impacts on issues like economic development, improving social care and pressing ahead with transforming public services.

There is a regional Adult Social Care Sector Led Improvement board chaired by Martin Reeves. The board is responsible for driving and monitoring progress of the Sector Led Improvement programme. As part of this regional approach each of the 14 local authorities has agreed to participate in a Peer Review. The Association for Directors of Adult Social Services (ADASS) has agreed to support this approach as the Peer Review forms part of the wider regional Sector Led Improvement programme.

Peer Review includes a self-assessment and an on-site review that takes place over the period of four days and consists of a team led by a Director of Adult Services, a lead Elected Member,

Assistant Directors and Experts by Experience. The scope of the review is agreed between the Local Authority and the lead Director.

Coventry City Council's Adult Social Care was subject to a Peer Review in March 2014. The scope of this review was the City Council's approach to Commissioning and how this could reduce demand for traditional services through the use of community assets, families and friends. Five key lines of enquiry were identified to give focus to the review.

Following the conclusion of the Peer Review the findings outlined strengths and areas for consideration. As a response to this an Adult Social Care Commissioning and Personalisation Plan (2014 – 16) has been developed to outline the key areas and provide a strategy to progress the responses to the findings of the Peer Review along with the other financial and service challenges facing Adult Social Care.

Recommendations:

Cabinet Member (Health and Adult Services) is recommended to:

- (1) Accept the outcome of the Adult Social Care Peer Review on behalf of the City Council.
- (2) Approve the Adult Social Care Commissioning and Personalisation Plan as the overarching strategy to deliver the priorities for the next two years.

Health and Social Care Scrutiny Board (5) are recommended to:

- (1) Note the outcome of the Peer Review and the proposed actions as encapsulated in the Commissioning and Personalisation Plan and identify any issues for inclusion in the Scrutiny Board work programme.
- (2) Advise as to how the Board wish to be kept informed of developments in Adult Social Care over the coming year.

List of Appendices included:

Outcome of Adult Social Care Peer Review letter

Adult Social Care Commissioning and Personalisation Plan 2014 – 2016

Other useful background papers:

None

Has it been or will it be considered by Scrutiny?

Yes - Health and Social Care Scrutiny Board (5) 30th July

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

1. Context (or background)

- 1.1 As part of the Budget setting for 2014/15 the cut in Government Revenue Support Grant for 2014/15 locally is £19m – a reduction of 11% on the 2013/14 grant level. To provide some wider context, compared to the Council's level of gross controllable revenue expenditure this is a real-terms cut of 5%.
- 1.2 Reductions in Government resources (the Settlement Funding Assessment) continue to represent the dominant factor in setting the Council's Budget and the need to identify very large on-going cost reductions. Whilst these significant reductions had been expected in 2014/15, recent resource announcements represent a significant worsening of the position in 2015/16 compared to previous forecasts. In addition, senior members of the Government and local government commentators have predicted a continuing downward trend in Government grant allocations for the period from 2016/17 and beyond, a position that the Council is now building into its forecasts. The 'A Bolder Community Services' programme, which incorporates Adult Social Care, has saved in the region of £10m already against a target of £22.5m by 2015/16. These savings are in addition to further reductions recently identified.
- 1.3 Alongside these reductions in funding, two other significant changes will impact on Adult Social Care during the next two years. The implementation of the Care Act is likely to lead to a significant increase in demand on Adult Social Care. Increased resources have been identified by Government as part of its "new burden" resourcing programme at the same time as significant levels of resources are being removed meaning in real terms a net effect of less funding. As the detail of the Act has still not been finalised there remains significant financial uncertainty regarding the full financial impact of the Act, which is due for implementation during 2015/16 and 2016/17.
- 1.4 The Better Care Fund is designed to drive the integration of Health and Social Care Services. Pooling significant resources from the Local Authority and Clinical Commissioning Group will enable a more joined up approach to delivery of community based services, reducing demand on hospital services whilst improving effectiveness of the entire system.
- 1.5 The Local Government Association (LGA) launched its approach to Sector Led Improvement in 2011. The introduction of sector led improvement was as a response to the removal of national targets and assessments for Councils and advocates an approach by which Councils embrace the opportunities and challenges of self-regulation, improvement and innovation in Adult Social Care.
- 1.6 There is a regional Adult Social Care Sector Led Improvement board chaired by Martin Reeves. The board is responsible for driving and monitoring progress of the Sector Led Improvement programme. As part of this regional approach each of the 14 local authorities agreed to have a Peer Review.
- 1.7 Further to this, the LGA's 'Rewiring Public Services' campaign endorsed the central role that peer challenge plays in ending bureaucratic inspection, improving Councils impacts on issues like economic development, improving social care and transforming public services.
- 1.8 To support the drive for sector led improvement the Association for Directors of Adult Social Services (ADASS) has endorsed the undertaking of Peer Reviews as they form part of the wider regional Sector Led Improvement approach.

- 1.9 The Peer Review includes a self-assessment and an on-site review completed over the period of 4 days by a team of peers led by a Director of Adult Services, and comprising a lead Elected Member, Assistant Directors and Experts by Experience. The scope of the review is to be agreed by the Local Authority and the lead Director.
- 1.10 Adult Social Care was subject to a Peer Review on the 10-13 March 2014. An overarching question plus five key lines of enquiry were identified to give focus to the review. These were as follows:
- 1.11 Overarching Question
To what extent can our approach to commissioning, from a macro to micro level, be strengthened to effectively reduce demand for traditional models of care and support through the increased use of community assets, families, friends and own resources?
- 1.12 Key Lines of Enquiry
- How equipped are we for delivering an integrated approach to commissioning in the context of the Better Care Fund (now known as Better Care Programme)?
 - To what extent do our brokerage and panel processes make good use of community assets, families, friends and own resources in delivering outcomes?
 - To what extent do we have the right information systems to support effective commissioning?
 - How could our approach to market development be improved in order to deliver personalised support making better use of community assets, families, friends and own resources?
 - Does our approach to Direct Payments and Personal Budgets support people in making active choices about how outcomes are met?
- 1.13 Over the duration of the Peer Review a series of meetings were held with staff in Adult Social Care, partner agencies, Elected Members, users and carers and providers of services. Visits to two service areas, Eric Williams House and The Pod, were undertaken and performance data and evidence to support the key lines of enquiry were provided.
- 1.14 At the end of the Peer Review a feedback session was held between the Peer Review team, senior management and lead Elected Members. This feedback was then formalised in a letter to the Executive Director, People, identifying strengths and areas for consideration (see Appendix 1).
- 1.15 A summary of the findings are as follows:
- 1.16 Strengths identified by the Peer Review Team
- Partnerships with health colleagues are good and these facilitate close working and integrated approaches to service delivery. These relationships have enabled the Council to progress well with Better Care Fund programme objectives, ensuring benefits locally.
 - The POD mental health recovery service demonstrates an excellent example of a recovery model and was considered by the Peer Review Team as one that offers a comprehensive personalised approach.
 - Local political leadership from the Cabinet Member was recognised as being strong and well respected.

- A 'one organisation' approach was observed by the Peer Review Team. They identified this by people consistently identifying the direction of travel across all areas of the organisation. Staff interviewed were enthusiastic and positive about the transformations in services underway.
- Learning Disabilities, Older People's and Physical & Sensory Impairment Partnership Board members, including service users and family carers, informed the Peer Review Team that the Boards provided an opportunity to engage, shape and influence service provision. They felt fully involved in supporting the Council to redesign how they provide or commission Adult Services.

1.17 Areas for consideration identified by the Peer Review team

- Whilst engagement with stakeholders highlighted a positive experience the Peer Review Team felt that there could have been a greater role for co-production with people who use services and their family carers.
- Development of a single referral pathway for social care and health clients was proposed along with a single point of access to assist with timeliness of signposting, triage and assessments.
- Production of a joint Early Help Strategy in conjunction with the Clinical Commissioning Group and Public Health was proposed to ensure coherent approaches are delivered.
- The Peer Review Team recommended the Council and commissioners consider how providers and the voluntary sector can be involved in the development of community asset based approaches.
- Consideration should be given to how personalisation is fully integrated into the everyday business of Directorate staff and activities. It was proposed that workforce development support should be provided to improve innovation in support planning and service user outcomes.

1.18 There is no obligation that action is taken as a result of the Peer Review. However, following the Peer Review the People Directorate considered the findings alongside the other challenges facing the Directorate including financial and legislative changes .

1.19 In order to meet all of these challenges the People Directorate have developed an Adult Social Care Commissioning and Personalisation Plan (see Appendix 2) which sets out the work to be progressed over the next two years. This plan brings together all of the challenges faced by Adult Social Care, including the recommendations made following the Peer Review.

1.20 The plan has been shared with stakeholders through the People Directorate Transformation Board. Due to the wide ranging nature of the actions within the plan, specific items will need separate consultation and engagement before they are progressed. Where this is required the appropriate approvals will be sought.

1.21 The plan identifies actions in three key areas. A detailed action plan outlining objectives and measures is contained within the Adult Social Commissioning and Personalisation Plan. Outlined below are some examples of the actions under the three headings:

1.22 Managing Demand – Work which will stop or significantly delay the requirement for ongoing care and support, including:

- Improving the Early Help and Prevention offer by effectively commissioning evidentially cost effective services.
- Making better use of information and advice ensuring people are aware of how they can access this within their own communities.

- Redesign of short term service to maximise independence in partnership with the Clinical Commissioning Group.
- 1.23 Managing the Support System – Work which will ensure care and support is arranged effectively with appropriate degrees of user choice, control and effective use of resources, including:
- Implementing a new Resource Allocation System for Adult Social Care ensuring equality and improved utilisation of resources.
 - Improving the approach taken to support planning and brokerage ensuring resources are used effectively and outcomes are achieved.
 - Making better use of Direct Payment and Personal Budgets to meet personalised approach to support planning and individual outcomes.
- 1.24 Managing Supply –Work to help ensure that there is an appropriate supply of a range of social care and support services to meet the needs of people who will require them, including:
- Using the principles of co-production to develop and commission support ensuring service users and family carers are involved in service development.
 - Adopting an integrated approach to commissioning with Health colleagues, creating better outcomes for service users.
 - Jointly commissioning with health partners long term care and support, improving the ability of people to be supported in the city.
- 1.25 Progress against the plan will be monitored through the People Directorate Transformation Board along with appropriate reporting through the political process. Although the plan is single agency, in that it is owned by the City Council, there are key deliverables including the Better Care Programme that will only be delivered in conjunction with health partners.

2. Options considered and recommended proposal

2.1 Recommended Option

It is recommended that the letter confirming the outcome of the Peer Review is made public on the City Council's website and shared with stakeholders. The Adult Social Care Commissioning and Personalisation Plan will also be made public as a proportionate and appropriate response to the Peer Review and other challenges facing Adult Social Care. In doing so it will be necessary to recognise that with any plan the document will be iterative and that actions may need to change or be added to in order to respond to the changing environment in which Adult Social Care operates.

3. Results of consultation undertaken

- 3.1 No specific consultation has taken place. The Adult Social Care Peer Review involved users, carers, providers, staff, Elected Members and key partner agencies and the Adult Social Care Commissioning and Personalisation Plan is a response to this along with the other challenges facing the Directorate. The outcome of the Peer Review will be shared with those who took part. Engagement and formal consultation will be undertaken as appropriate in the delivery of this plan.

4. Timetable for implementing this decision

- 4.1 Some of the actions outlined in the plan are already being progressed and others are due to commence. The plan will be delivered over the next two years.

5. Comments from Executive Director, Resources

5.1 Financial implications

There are no specific financial implications arising from the recommendations in this report. The priorities identified within the Adult Social Care Commissioning and Transformation Plan will need to be progressed and delivered with the financial resources available to the People Directorate and will be expected to contribute to the overall financial reductions facing the City Council.

5.2 Legal implications

The City Council has a duty to make arrangements for the provision of services to meet the assessed eligible needs of individuals. The Local Authority is entitled to do so in the most cost effective way.

6. Other implications

6.1 How will this contribute to achievement of the Council's key objectives / corporate priorities (corporate plan/scorecard) / organisational blueprint / Local Area Agreement (or Coventry Sustainable Community Strategy)?

The proposals contained within this report support the City Council's commitment to support those who are most vulnerable through ensuring that the resources available to Adult Social Care are used in the most appropriate manner.

6.2 How is risk being managed?

Risk management plans will be in place for elements of the plan as it is progressed. Risks will be managed in line with corporate risk management procedures.

6.3 What is the impact on the organisation?

There will be an impact on staff working across Adult Social Care in respect of ways of working, training, processes and procedures. There may also be a direct impact on numbers and types of jobs as the Directorate looks for further ways to operate within the resources available. As specific impacts are identified they will be shared with trade unions and staff and managed through the appropriate City Council procedures.

6.4 Equalities / EIA

In adopting the Adult Social Care Commissioning and Personalisation Plan due regard will be given to the Public Sector Equality Duty including the need to eliminate discrimination and promote equality of opportunity for those with protected characteristics. Equality and Consultation Analysis will be developed for areas identified as they are progressed and consultation will be undertaken as appropriate.

6.5 Implications for (or impact on) the environment

None

6.6 Implications for partner organisations?

Although the Adult Social Care Commissioning and Personalisation Plan is a City Council document elements of it can only be delivered in conjunction with partner organisations. Partners have been involved in the Peer Review, the findings of which contributed to the plan, and the plan has been shared through the People Directorate Transformation Board which includes representatives from the Coventry and Rugby Clinical Commissioning Group, Coventry and Warwickshire Partnership Trust, University Hospital Coventry and Warwickshire and the Voluntary Sector.

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