

North Tyneside Council Report to Cabinet 7 April 2014

ITEM 6(d)
**Adult Social Care Strategic Plan
– A New Direction**

Portfolio(s): Adult Social Care

Cabinet Member(s): Councillor Lesley Spillard

Report from Service

Area: Adult Social Care

Responsible Officer: Jacqui Old, Head of Adult Social Care (Tel: (0191) 6437317)

Wards affected: All

PART 1

1.1 Purpose:

The purpose of this report is to outline the content of the Adult Social Care Strategic Plan, “Adult Social Care - A New Direction”, for adult social care services in North Tyneside.

The Plan is driven by a range of national and local priorities and has been influenced by a two month period of customer, partner and wider stakeholder engagement.

1.2 Recommendation(s):

It is recommended that Cabinet:

- (1) notes the arrangements and progress made to date in terms of developing the Strategic Plan for Adult Social Care – A New Direction; and
- (2) authorises the Head of Adult Social Care, in consultation with the Cabinet Member for Adult Social Care, to implement the new delivery model and commissioning intentions set out in section 1.5 of this report.

1.3 Forward Plan:

28 days notice of this report has been given and it first appeared on the Forward Plan that was published on 3 March 2014.

1.4 Council Plan and Policy Framework

The report relates to the following themes in the Council Plan, Our North Tyneside – 2014 - 18:

Our People will:

- Be listened to by services that respond better and faster to their needs;
- Be supported to achieve their full potential, especially our children and young people; and
- Be supported to live healthier and longer lives.

The report also relates to the following objectives in the North Tyneside Joint Health and Wellbeing Strategy 2013-2023:

- To continually seek and develop new ways to improve the health and wellbeing of the population;
- To reduce the difference in life expectancy and healthy life expectancy between the most affluent and most deprived areas of the borough;
- To shift investment to focus on evidence based prevention and early intervention;
- To build resilience in local communities through focussed interventions and ownership of local initiatives to improve health and wellbeing; and
- To integrate services where there is an opportunity for better outcomes for the public and better use of public money.

1.5 Information:

1.5.1 Background

Like every Council in the country, the Authority has significantly less money to spend. As a result of reduced government funding and inflationary pressures the Authority has to find £62 million of savings over the next four years; £20 million of these must be achieved in the next 12 months.

Any changes to services also need to take into account the need to cope with different demands resulting from a growing and increasingly ageing population, with greater demand for specialist services.

As well as the well known issues of financial pressure, an ageing population and greater demand for social care support, the Authority also faces a range of other challenges and opportunities from the local and national health and social care landscape:

- A changing context for partnership working with the NHS. The Government has been exploring the integration agenda over a number of years; this has now translated into a change programme for health and social care, mandated to be in place by 2018 between local government and health partners in England. The Authority has responded early to this agenda by creating its own Health and Social Care Integration Programme with North Tyneside Clinical Commissioning Group (CCG) and Northumbria Healthcare NHS Foundation Trust (NHFT). The integration agenda also offers an additional opportunity to explore the appetite for integrated commissioning that takes a whole system view of the our residents and how their health and social care needs are met.
- A range of new national policies supporting early intervention and prevention where difficulties emerge in the lives of children, families and vulnerable adults of all ages.

- A need to strengthen commissioning arrangements, operationally and culturally, to deliver savings targets within the Council’s Change Programme – Delivering for the Future.
- While there will continue to be a need for some block contracts, increasingly service users will wish to access services using Direct Payments and Individual Service Funds. The Authority needs to develop new relationships with providers so that the local care and support market is developed, offering choice, value and consistency of provision.
- A strong emphasis of recent health and social care reforms has been on recognising the common group of customers who require support from a range of different local authority and NHS services and the huge overlap in the support they receive.
- The Care Bill is a significant piece of legislation relating to social care, which aims to transform the social care system and its funding. Whilst primarily introducing changes to the provision of adult social care, the Bill will have significant implications for the local health economy as a whole, both financially and operationally.
- The Better Care Fund brings together NHS and Local Government resources and provides a real opportunity to improve services and value for money, protecting and improving social care services by shifting resources from acute services into community and preventative settings. Locally the Fund is worth £16m to the health and social care economy.
- The Government’s welfare reforms represent the most fundamental changes to the benefits system in a generation. Their impact on those with adult social care needs is already being seen and the Council wants to ensure that all vulnerable people, not just those with FACS eligible needs, are appropriately supported.
- Safeguarding vulnerable people remains the key driver for adult social care services and we will need to continue this work to ensure that we are improving the quality and safety of all services for all residents.

Collectively these key drivers mean that there is a significant amount of change to be managed and new ways of delivering support to be developed. The Adult social Care Strategic Plan aims to do this.

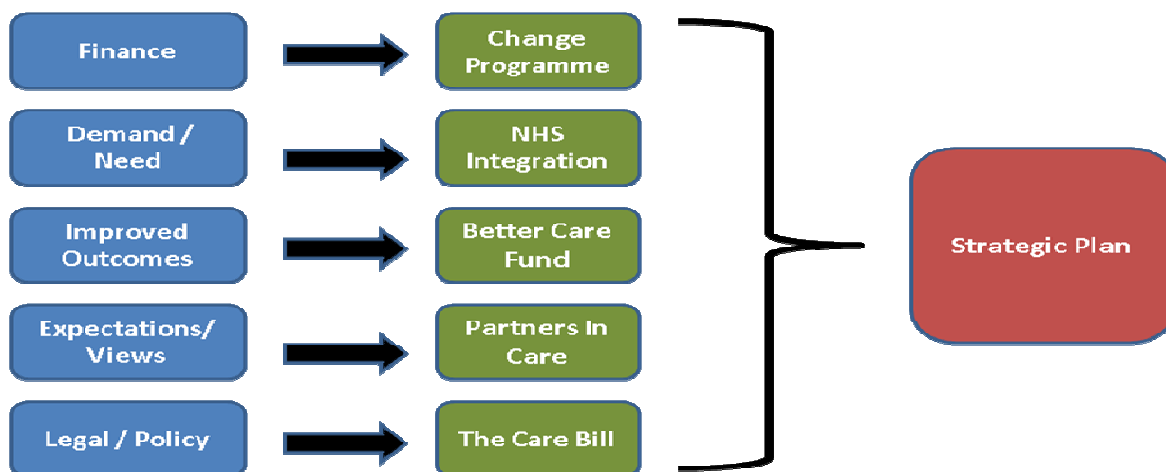


Figure 1 - Key Drivers for the Adult Social Care Strategic Plan

1.5.2 The Our North Tyneside Plan

The vision for the Strategic Plan for adult social care services in North Tyneside is driven from the 'People' theme of the Our North Tyneside Plan where:

More people feel that they can influence local decisions:

- People exercise choice and control over the services that they access.
- There are informed investment decisions.
- New alliances are formed that streamline care.

The difference in life expectancy within the borough has been reduced:

- People stay healthier for longer – adding years to life.
- People live longer and health inequalities are dramatically reduced.

More people who use our care services feel safe:

- Adult / children's services work across organisational boundaries to maximise effective care.
- Services are of the best quality and evidence based.

1.5.3 The Authority's Change Programme - Delivering for the Future

The Authority's Change Programme has four key design principles which will drive the commissioning intentions set out in the Strategic Plan.

- Demand Management - With rising demand for adult social care services, at a time of declining resources, the goal of promoting empowered individuals and communities, able to take control of their own health and wellbeing needs, has never been more important. Developing more models of self care and changing citizen behaviour by continuing to support more people to take greater control of their health and wellbeing, is a key priority for the Strategic Plan.

A new model for delivering adult social care services has been developed, which is shown in Appendix A. This model highlights a shift of resources from complex Tier 4 care, into preventive and rehabilitation support to delay people's need for social care and health services and to promote the wellbeing of communities. Wherever possible, the model emphasises early, preventative help which is based in and driven by communities.

- Tiered Approach with Gateways - As part of the Authority's wider Change Programme, Adult Social Care will increasingly converge with other Authority services to ensure that the access or gateway points for support are coordinated and available at the right place and at the right time. This will ensure that support is targeted at those who need it and will enable a multi-disciplinary approach to the identification and management of vulnerability for those at risk.
- Optimum Customer Access – the Authority is committed to commissioning quality services that are tailored to the needs of local people and achieve value for money while also delivering positive sustainable outcomes. To achieve this, the Authority will explore a wide range of options for service delivery and make selections based on the greatest whole life value.

A key step will be to identify, at the earliest possible stage, the most vulnerable people in our communities who are at risk of poor health or harm, and therefore are likely to require social care as well. Where possible the Authority will work with people in community based settings and develop practical solutions to their needs that are based on access to universal services.

- Commissioning and Commercial Overlay - The main role of the Adult Social Care services will continue to be to commission services rather than directly provide them. The Authority will only provide services that cannot be delivered by the market or where there are too many risks associated with outsourcing:
 - a. The Authority will continue to develop our place-shaping role which has the responsibility for making the system work by commissioning services and offering guidance for the people who use them;
 - b. Single Corporate Way of Working - Embedding a one-Council approach to commissioning across the organisation;
 - c. Strategic Alignment – The Authority will strategically align, assess and review our commissioning and procurement activity to support the Authority’s vision and associated key policies and strategies;
 - d. Strategic Sourcing - Developed alongside the Change Programme’s service redesign projects, the strategic sourcing approach will consider how to achieve value for money from the market in specific areas of spend for the whole Authority for ‘preparing for school’, and ‘preparing for work’;
 - e. Supplier Relationship Management – The Authority will actively pursue and maintain new and existing engagement opportunities with the market to promote and develop effective partnerships. The Authority will work closely with current and potential suppliers to help them understand how to do business with the Authority, inform them of our current and changing needs, and encourage innovation in the supply market to drive value for money and wider sustainable outcomes;
 - f. Market Analysis - Strategically focused market analysis and testing will inform the Authority’s decisions to ‘make or buy’, taking account of available and required skills, capacities and market readiness, as well as social, economic and environmental factors;
 - g. Targeted Supplier Engagement – The Authority will actively encourage the supply market to engage and do business with us across all sectors – private, public (including statutory partners and/or models of co-production, where appropriate), the Voluntary and Community Sector (VCS), social enterprises, minority businesses and the Small and Medium-sized Enterprise (SME) community; and
 - h. Collaboration – The Authority will continue to explore, develop and strengthen effective relationships with partner organisations such as the NHS. In doing so the Authority will take advantage of opportunities from ‘framework’ agreements and contracts to realise efficiencies, achieve value for money and drive whole life value.

1.5.4 Strategic Intent

The Strategic Plan aims to promote and protect the independence and well-being of adults living in North Tyneside. The ambition is for as many people as possible to stay healthy and actively involved in their communities and delay or avoid the need for more specialist services. Those however who do need such help, including many people at the end of life, should have maximum control over this, with the information, means (financial and practical) and confidence to make it a reality. Maximising safety, choice and independence will drive everything the Authority does.

The adult social care workforce will continue to be largely made up of employees of the private, voluntary and independent sector, a growing number of personal assistants, and the essential role of volunteers and informal carers also needs to be considered. The specialist skills of Social Workers will be harnessed to support those with the greatest level of need or complexity and will be better integrated with NHS staff.

The success of this strategy will depend on the strength of partnership, working across health, social care, housing and other partners, to come together to address the needs and aspirations of people living in North Tyneside to live healthy lives for longer.

1.5.5 How the Strategic Plan has been Developed

From December 2013 the Adult Social Care service has carried out a significant programme of consultation (30 events) with its customers, provider market, staff teams and other key partners, such as the NHS. This programme was called *Partners in Care* and was designed to engage with all partners about the future of adult social care services in North Tyneside.

Partners in Care suggested 7 key principles for how all future commissioning decisions and service delivery should be based. There was broad agreement for these principles but many people wanted to see the specific detail or actions behind these. These actions or key deliverables are detailed in the Strategic Plan as commissioning intentions and will be published as part of the annual Service Plan for Adult Social Care.

As a result of feedback from engagement, an additional principle has been included which states a commitment to ongoing, open and honest engagement about service design and delivery, as well as greater face to face contact when needed. This was by far the main issue raised by our customers and residents who want to see clear and greater transparency in decision making and how their views have directly impacted commissioning decisions. Further work is required to make clear what people can expect from the time they give in engagement and involvement activities and what opportunities there are for the co production of service design and delivery.

1.5.6 Eight Principles for Commissioning Adult Social Care Services

Based on the feedback from the Partners in Care engagement work the core principles for commissioning adult social care services are as follows:

- Be honest about the challenges the Authority faces and manage expectations about what public services can and cannot offer;
- Simplify how health and social care organisations work together and make better use of the assets of the borough;
- Work with people and communities to make best use of the resources they already have so they are better able to support themselves and each other;
- Break free of organisational boundaries and build care and support around the needs of people, not processes;
- Work with people and communities to understand and overcome the barriers that prevent them from adopting healthier lifestyles;
- Enable providers of social care services to work together to find new ways of collaboration and innovation;
- Ensure that everyone understands the money that is available for care and support and that each partner fairly contributes towards the cost of this; and

- The Authority will be open and inclusive and collaborate with customers when designing services and where possible, offer face to face contact in accessible community settings.

1.5.7 Commissioning Intentions

- a. Housing related support - to ensure that future services are flexible and responsive to individual need and are targeted to those most in need the Authority will:
 - Re-design its approach to providing housing related support and how it helps those in crisis;
 - Offer generic floating-support services which have the flexibility to support a person wherever they live, as distinct from accommodation based services, where support is tied to particular accommodation; and
 - Increase Extra Care provision as alternatives to residential care.

- b. Living well at home - to review a range of services which help people to live independently and empowered to take control of their own care and support needs, the Authority will:
 - In partnership with North Tyneside Clinical Commissioning Group and Northumbria Healthcare NHS Foundation Trust, carry out a review of the older person's pathway, from home and hospital;
 - Launch of a new service Care and Connect, aimed at helping people and communities to make best use of the resources they already have so they are better able to support themselves and each other;
 - Review our existing re-ablement and intermediate care services across all groups;
 - Re-tender domiciliary care contracts to ensure that focus is given on promoting independence and supporting people back to good health from periods of illness;
 - Reshape older people's services with the NHS to respond to the growing demand from people with dementia; and
 - Increase the use of tele-care to increase independence and safety at home.

- c. Assessment and support planning - finding more efficient and effective assessment and support planning solutions. The Authority will:
 - Provide improved and earlier care planning with children and their families for their move from children to adult social care;
 - Review placements for people with learning disabilities currently living in residential care to look at the suitability of the placement and explore opportunities for alternative services;
 - Continue the journey of modernisation and value for money reform in learning disability services;
 - Ensure the distribution of NHS and social care spend for services, is properly apportioned and transparent; and
 - Plan for implementation of new national eligibility criteria for access to services.

- d. Commissioning and planning – to enable the Authority to generate positive outcomes for local people, and to drive business improvement and value for money, the Authority will:
- Actively pursue and maintain new and existing engagement opportunities with the market to promote and develop effective partnerships. The Authority will work closely with current and potential suppliers to help them understand how to do business with the Authority, inform them of our current and changing needs, and encourage innovation in the supply market to drive value for money and wider sustainable outcomes;
 - Plan for the implementation of Care Accounts as part of the Care Bill;
 - Establish an integrated commissioning function, embedding a one-Council approach to people based commissioning across the organisation to support the Authority's Change programme and vision;
 - Set out clear standards and protocols for customer and resident engagement, looking for new opportunities to increase co production for the service design and delivery;
 - Work with other Authority services and partners, develop a new advice and information strategy to better support carers and self funders and make greater use of community resources; and
 - Introduce new information and web systems to support roll out of the Care Bill and improve customer information.
- e. Protection and safety – supporting vulnerable people and making sure no one slips through the net. The Authority will:
- Implement a new 'Single Front Door' for access to all social care and wellbeing services;
 - Focus support on the needs of vulnerable people not their diagnosis, by expanding the Authority's view of vulnerability and actively managing risk through coordination with other agencies;
 - Continue delivery of the Welfare Support Programme and supporting people so they are able to avoid crisis situations;
 - Review processes and systems to deliver more outcomes focused safeguarding practice. This will ensure that the Authority is making a difference and involving the person at key stages of the process; and
 - Work with our residents, communities and partners to develop shared safeguarding priorities.

1.6 Decision options:

The following decision options are available for consideration by Cabinet:

Option 1

Authorise the Head of Adult Social Care, in conjunction with the Cabinet Member for Adult Social Care to implement the new delivery model and commissioning intentions as set out in recommendation 2 in paragraph 1.2 of this report.

Or

Option 2

Not agree to recommendation 2 and suggest further work is undertaken to develop the new delivery model and commissioning intentions for Adult Social Care.

1.7 Reasons for recommended option:

Option 1 is recommended for the following reasons:

The national and local drivers set out in section 1.5.1 of this report make clear the forthcoming reforms from the Care Bill and reduced government funding facing the Authority.

As well as the well known issues of financial pressure, an ageing population and greater demand for social care support, the Authority also faces a range of other challenges and opportunities from the local and national health and social care landscape requiring the current model of adult social care delivery to be changed.

1.8 Appendices:

'Appendix: A New Delivery Model for Adult Social Care, March 2014

1.9 Contact officers:

Haley Hudson, Senior Manager Strategic Planning, Partnerships & Business Transformation tel. (0191 6437008)

Alison Campbell, Finance Business Manager, tel. (0191) 6437038

1.10 Background information:

The following background papers/information have been used in the compilation of this report and are available at the office of the author:

- (1) North Tyneside Joint Health and Wellbeing Strategy 2013-23
- (2) The Care Bill, UK Parliament 5 February 2014

PART 2 – COMPLIANCE WITH PRINCIPLES OF DECISION MAKING

2.1 Finance and other resources

The proposals have been developed in part as a response to the position that the Authority, like every council in the country, has significantly less money to spend and increasing demand on its care services.

It is intended that the above proposals will assist the service in delivering the Adult Social Care savings target agreed as part of the 2014/15 Financial Planning and Budget process and those savings proposed for future years as part of the 2014-2018 Financial Plan.

2.2 Legal

There are no legal implications arising directly from this report. The proposals contained in the Care Bill introduced by Government have influenced the development of the Adult Social Care Strategy as set out in section 1.5.1 of this report.

In accordance with the Local Government Act 2000 and the regulations made under that Act in relation to responsibility for functions, Cabinet is responsible for determining this matter.

2.3 Consultation/community engagement

2.3.1 Internal Consultation

Consultation has been undertaken with staff and relevant stakeholders, including Elected Members as part of the Partners in Care consultation exercise detailed in section 2.3.2 below.

2.3.2 External Consultation/Engagement

From December 2013 the Adult Social Care service has carried out a significant programme of consultation (30 events) with its customers, provider market, staff teams and other key partners such as the NHS. This programme was called *Partners in Care* and was designed to engage with all partners about the future of adult social care services in North Tyneside. This consultation has helped to shape this strategy and in particular the eight principles for commissioning set out in section 1.5.6 of this report.

2.4 Human rights

There are no human rights issues arising directly from this report

2.5 Equalities and diversity

All commissioning intentions which will lead to service redesign and change have been subject to individual Equality Impact Assessments. These Assessments were also updated as part of the Partners in Care engagement exercise referenced in section 2.3.2 above.

2.6 Risk management

Implementation of the Strategic Plan will be overseen by new governance arrangements within Adult Social Care and establishment of a new Reform Board which will log and monitor all risks.

2.7 Crime and disorder

There are no crime and disorder issues arising directly from this report

2.8 Environment and sustainability

There are no environment and sustainability issues arising directly from this report

PART 3 - SIGN OFF

- Chief Executive X
- Deputy Chief Executive X
- Head of Service X
- Mayor/Cabinet Member(s) X
- Chief Finance Officer X
- Monitoring Officer X
- Strategic Manager Policy, Partnerships, Performance and Communications X

Appendix A - Adult Social Care New Delivery Model

