

**AGENDA MANAGEMENT SHEET**

**Name of Committee**                      **Adults & Community Services Overview & Scrutiny Committee**

**Date of Committee**                      **6th September 2005**

**Report Title**                                      **Strategic Development of Adult Social Care Services**

**Summary**    This report provides details of a number of proposed developments in Adult Services following the publication of the Government Green Paper “Independence, Well being and Choice”.

**For further information please contact:**                      John Bull  
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**Would the recommendation decision be contrary to the Budget and Policy Framework? [please identify relevant plan/budget provision]**                      No

**Background papers**                                      - Green Paper “Independence, Well being and Choice”  
- Children Act 2004  
- Strategic Review of Older Peoples Services (Cabinet report 16 June 2005)

**CONSULTATION ALREADY UNDERTAKEN:-**                      Details to be specified

Other Committees                                     

Local Member(s)                                     

Other Elected Members                               Cllr Richard Dodd, Cllr Sid Tooth

Cabinet Member                                       Cllr Colin Hayfield – “I would ask O&S to reassure themselves as to whether or not there is an appropriate level of member involvement in this suggested new framework? Also whether elected members would feel that they would still have sufficient control over the direction and performance of the new service?”

Chief Executive

- |   |                                     |  |
|---|-------------------------------------|--|
| Legal                                   | <input type="checkbox"/>            |  |
| Finance                                 | <input type="checkbox"/>            |  |
| Other Chief Officers                    | <input checked="" type="checkbox"/> | Report to Chief Officers Management Team, 5 September 2005 |
| District Councils                       | <input type="checkbox"/>            |  |
| Health Authority                        | <input type="checkbox"/>            |  |
| Police                                  | <input type="checkbox"/>            |  |
| Other Bodies/Individuals                | <input type="checkbox"/>            |  |
| <b>FINAL DECISION</b>                   | <b>No</b>                           |  |
| <b>SUGGESTED NEXT STEPS:</b>            |                                     | Details to be specified                                    |
| Further consideration by this Committee | <input type="checkbox"/>            |  |
| To Council                              | <input type="checkbox"/>            |  |
| To Cabinet                              | <input checked="" type="checkbox"/> | 20 <sup>th</sup> October 2005                              |
| To an O & S Committee                   | <input type="checkbox"/>            |  |
| To an Area Committee                    | <input type="checkbox"/>            |  |
| Further Consultation                    | <input type="checkbox"/>            |  |

**Adult & Community Services O&S Committee -  
6th September 2005**

**The Strategic Development of Adult Social Care Services**

**Report of the Director of Social Care & Health**

**Recommendations**

Consider and comment on the following to Cabinet:

1. Proposals to establish a multi disciplinary Adult and Community Services Project Team which will identify and project manage the strategic changes needed in Adult Social Care Services, following the publication of the Government's Green Paper, "Independence, Well-being and Choice".
2. Proposals to establish an Adult and Community Services Strategic Partnership Board, and Steering Group.
3. Proposals to establish an Older People's Services Partnership Board and Member Reference Group.
4. Proposals to develop Joint Commissioning arrangements for both Learning Disability and Mental Health Services.

**1. Introduction**

- 1.1 Cabinet on 16 June 2005 considered the report of the Independent Chair on the Review of Older People's Services. The Cabinet requested that proposals for implementation should be considered by the Adult and Community Services Overview & Scrutiny Committee prior to any decisions by Cabinet.
- 1.2 The purpose of this report is to provide an overview of a number of proposed developments within Adult Social Care Services. It details progress and seeks approval for the Terms of Reference for the Adult and Community Services Project team, similar to that working within Children services. The project team will develop effective governance arrangements for service development and re-configuration, via an Adult and Community Services Strategic Partnership Board.
- 1.3 The report also highlights the development of an action plan for the next stages of the Strategic Review of Older Peoples Services and seeks agreement to develop joint commissioning arrangements for both mental health and learning disability services.

## **2. Background Information**

2.1 There are currently a number of policy developments (and associated issues) that will have a significant impact on the delivery of social care and health services in the future. These include:

- The implications arising from the Green Paper “Independence, Well-being and Choice.” The consultation on the Green Paper for Adult Services has been completed and, following the agreement of Cabinet, a response sent to the Department of Health.
- Following on from the Green Paper, an integrated community health and social care White Paper is due in December 2005. The White Paper, entitled “Your Health, Your Care, Your Say” will cover all aspects of care that people need in the community and their own homes, including topics such as services closer to people’s home or work-places, bringing health and care services together, new technologies, helping people to help themselves and how individuals and communities should be involved in shaping local services.
- The wider Health community is also undergoing significant change, including the development of practice based commissioning, the merger of the three PCT’s in to a Warwickshire wide PCT and the implementation of a Coventry and Warwickshire (Provider) Trust for mental health and learning disabilities. Change is also on the horizon for the Strategic Health Authority.
- The outcome of the Strategic Review of Older Peoples Services. Positive momentum has been achieved within the County Council and with partners during and following the Review and it would be timely to maintain the momentum towards modernisation.
- The modernisation of the wider County Council, following the appointment of the new Chief Executive.
- The separation of Children services from Adult Services, following the “Every Child Matters”, the Children Act and the need to establish ‘children’s trust’ arrangements.

2.2 In summary, the implications arising from the above drivers are vast and will result in major change for Adult Social Care and Community Services.

## **3. The Establishment of a Multi Disciplinary Project Team to Identify and Project Manage the Strategic Changes Needed in Adult and Community Services**

3.1 Peter Boileau, the Director of Planning and Development at the Strategic Health Authority, has been seconded to Warwickshire County Council to lead the Adult and Community Services project Team. Peter commenced his secondment on 1<sup>st</sup> August 2005 and is in the process of assembling a small multi-agency team and developing a project plan to implement the findings of the Strategic Review of Older Peoples Services and to modernise adult social care services in response to the Green Paper.

3.2 The team will comprise of range of staff from key County Council departments, the Primary Care Trusts and, potentially, the wider health community. Members of Adult & Community Services O&S Committee are requested to note that a range of staff will be able to contribute to the work of the project team from the following departments/agencies:-

- Finance
- Legal
- Human Resources
- Corporate Review Team – there is a need to link to the Corporate Business Plan Objectives and targets

3.3 In addition, consideration will need to be given to representation on the group from the District and Borough Councils and the Voluntary Sector.

#### **4. The Establishment of an Adult and Community Services Strategic Partnership Board**

4.1 In order to oversee and provide governance to the changes required, it is recommended that an Adult and Community Services Strategic Partnership Board be established. This Board would be established on a multi agency basis, with senior level staff and key elected members in attendance.

The PCTs have already nominated Peter Maddock, Chief Executive, Rugby PCT to be lead PCT representative for Adult Services developments (Anne Heckels, Chief Executive, North Warwickshire PCT fulfils this role in linking to the Children Act Project Team Steering Group). Proposals for the make-up and terms of reference for the Strategic Board are still being developed.

4.2 The existing Joint Commissioning Board would transform into an Adult and Community Services Steering Group and comprise of PCT Chief Executives, the Head of Adult Services and other Senior Officers from key Departments to ensure the integration of the wider county council's modernisation agenda alongside that of the Social Services Department. Pending the outcome of the Council's internal review of its structures the Director of Social Care and Health would chair this group, as at present.

#### **5. Progressing the Strategic Review of Older Peoples Services and the Recommendations in the Action Plan**

5.1 There are a large number of recommendations in the action plan that need to be progressed with identified key players across our existing partnerships. The aim in continuing to work on the plan would be to ensure a sound framework is established for Peter Boileau to inherit and the work would progress in line with – and be complementary to – his new post. Arrangements are in train to:-

- Propose, document and agree the structure and function of the Older People's Partnership Board and its linking with Overview and Scrutiny Committees.

- Propose and agree the outline performance management and monitoring arrangements for the new Partnership Board activities.
  - Ensure that the ongoing services and provision are closely aligned and involved with any new developments.
  - Work closely to identify and agree the priorities and timetable that the Older People's Partnership Board will work towards.
- 5.2 Draft Terms of Reference for the Older Peoples Partnership Board are attached (Appendix 2). It is suggested that pending the finalisation of the arrangements for the Adult and Community Services Strategic Partnership Board, an Older People Members Reference Group should be established.
- 5.3 In taking forward the action plan key links will also need to be made to coordinate and manage the transition of the existing Warwickshire Policy for Older People Steering Group in to the new arrangements, whilst also ensuring that there is a substantive and rational link to the corporate Voluntary Sector review, which is led by the Chief Executives Department.

## **6. The Development of Joint Commissioning Arrangements for Both Learning Disability and Mental Health Services**

- 6.1 Work is currently underway with the three Primary Care Trusts in Warwickshire to develop an integrated (joint) commissioning process for mental health and learning disability services. It is clear that the move towards a Coventry and Warwickshire Provider Trust is likely in 2006, (covering mental health, learning disability and substance misuse services), with the likelihood that this could move to foundation trust status soon after. PCT's will become responsible for public health functions and for supporting Practice Based Commissioning, performance management and managing contracts on behalf of practice groups. Direct provision by PCT's will be kept to a minimum.
- 6.2 Whilst the PCT is likely to be the "lead" commissioner for mental health, it is proposed the Local Authority takes this responsibility in respect of Learning Disability services and it is anticipated that improved commissioning for this client group would bring about more choice and quality for service users, whilst also realising significant efficiency savings for both agencies.
- 6.3 A more detailed report will be prepared once agreement, in principle, has been reached with the PCT's.

**Marion Davis**  
**Director of Social Care & Health**

Shire Hall  
Warwick  
15 August 2005

## **Adult and Community Services Project Team**

### **Terms of Reference**

A small specialist team to:

- Develop and manage a Project Plan to achieve significant modernisation of Adult and Community Services in Warwickshire, in line with the Green Paper “Independence, Well-being and Choice”.
- Identify individual work-streams within the project with defined terms of reference, desired outcomes, measures of success and milestones for delivery.
- Ensure that robust project management arrangements are in place for each work-stream and that Project Sponsors and Project Managers for all work-streams are designated and held to account for delivery.
- Provide an effective mechanism by which the content and progress of the Project can be communicated widely.
- Ensure that effective and wide-ranging stakeholder involvement in all aspects of the Project is secured and maintained.
- Provide regular reports on progress of the overall project to the Adult and Community Services Partnership Board and, through that mechanism, to key stakeholder organisations.
- Provide a secretariat for the Adult and Community Services Strategic Partnership Board and its associated bodies.

# Older People's Services Partnership Board

## Proposed Terms of Reference

### Summary

This outline proposal seeks to clarify the terms of reference for the Older People's Services Partnership Board, identifying drivers for change, constraints and guiding principles to enable comments from partners and the wider community with a view to agreeing and establishing the membership and initial work programme for the Board.

### 1. Aims

- 1.1 The Partnership Board for Older People will report to the Adult and Community Steering Group itself chaired by the WCC Chief Executive. The Board will be inclusive of partner agencies and the Warwickshire Community. The Board will concentrate its efforts on developing and modernising new and existing services to meet the changing needs of the population as a whole.
- 1.2 The Board will work together with partners to identify, develop and implement appropriate services for the future. The balance between early intervention and support to help people remain well, active and independent and support for people with acute needs is one that the Board will need to carefully consider. The White Paper to be published in October will hopefully inform this debate.

### 2. Membership

- 2.1 We would propose for consultation purposes, that the members of the Partnership Board include:
  - A senior officer from Warwickshire Police with a community development brief
  - A senior officer from Warwickshire Fire and Rescue Service
  - Warwickshire's Primary Care Trusts to each nominate a senior manager
  - Head of Adult Services
  - Project Manager for Adult and Community Services
  - A senior Education representative
  - Two representatives from the Warwickshire Older Peoples Forum Group
  - The three chairs of the Older People Local Implementation teams
  - A senior manager from each of the District and Borough Councils
  - A representative from the Community/Voluntary Sector
- 2.2 In addition to the core membership of the Partnership Board, it is envisaged that support will be required from a number of other key players who will inform and ensure close interfaces are maintained with other strategic developments. Close collaboration with and feedback from a variety of operational players will be used to test the assumptions prior to piloting any new services or projects.



### **3. Involvement of Older People**

- 3.1 It is proposed that the ongoing involvement of older people will be through the County Council's ten existing Policy for Older People forums. However, additional local consultation mechanisms with Older people will be developed to test assumptions and ideas about service issues and secure meaningful dialogue about key pieces of work with a substantial number of older people during their development. The Partnership Board would provide an annual report, in addition to other key updates throughout the year through a variety of mechanisms to demonstrate how older people's views on key services have influenced service development.

### **4. Member Involvement, Decision Making and Accountability**

- 4.1 Pending the finalisation of the arrangements for the Adult and Community Services Strategic Partnership Board it is proposed that there should be a Members Reference Group for Older People. It is suggested that the representation should be the Adult and Community Services Portfolio holder and the party spokesperson for adult and community services.
- 4.2 It is proposed that the Partnership Board would be accountable to the Steering Group for Adult and Community Services, which will be chaired by the WCC Chief Executive. Arrangements will need to be in place to direct and oversee the development and delivery of services against the identified key priorities for Older People, Learning Disabilities and Mental Health Services.
- 4.3 The role of the Partnership Board is advisory rather than decision-making. It would have no status as a separate body and would rely on the representatives ability to influence their nominating bodies to support the development of services in a way that meets the objectives of the Partnership Board.
- 4.4 Appropriate approval would need to be sought from the relevant nominating bodies before recommendations could be implemented, in particular in relation to the following:

- Approval of the Older People Strategic Plan
- Allocation of Resources
- Establishment of joint commissioning arrangements
- Establishment of pooled budgets
- Establishment of integrated services
- Deployment of staff

### **5. Guiding Principles, Drivers and Constraints**

#### **5.1 National Drivers**

- 5.1.1 The introduction on 21 March 2005 of the Adult Social Care Green Paper on Independence, Well Being and Choice will require agencies to develop models of care and standards of provision that are fit for purpose for the 21<sup>st</sup>

century. The modelling will require better integration and collaboration between a wide range of agencies. The emphasis will also be on securing services for individuals that offer choice, promote their independence and offer services that promote well being in addition to services that support critical and substantial needs. The Green paper will now be published as a White paper in the Autumn alongside key health reforms.

## **5.2 Strategic Review of Older People**

5.2.1 The review forms the basis of a detailed strategy for modernising older people's services in line with the requirements of the Adult Green Paper. Priorities have been established through the review and with partner support for these priorities embellished by key locality priorities, the development work required through the newly formed partnership board is clear.

5.2.2 Partners are in the process of providing comments on the review and these will be useful to inform these terms of reference and ensure a strong initial commitment and ownership can be secured from everyone.

5.2.3 The aims and objectives of the Warwickshire partnership board for Older People's Services include:

- That partnership board members are committed to the aims and actions outlined in the Strategic Review of Older People's Services report.
- To plan, develop, commission and implement the recommendations and priorities already identified in the Strategic Review of Older People's Services.
- To better communicate with the public and ensure more informed choices are possible.
- To ensure better choices are available to older people in the future to afford them a greater degree of independence for longer and in a range of appropriate environments.
- To develop sustainable solutions that optimise the use of a limited resource in the face of changing needs.
- To enable better informed joint working and strategic decision making.
- To increase the level of understanding and effectiveness from working in partnership with all key agencies on Older People's issues across the County.
- To ensure an effective communications strategy on key issues arising from the Board reaches the wider community and that wider community issues reach the Board.
- Ensure that the planning and development of commissioned services to address a growing older population are appropriately modelled and informed by the Board members.
- That the performance framework uses appropriate information to evaluate and improve the effectiveness and efficiency of new and existing services and that embedded evaluation techniques will be applied.
- The board developing appropriate joint responses to national legislation and directives.

### **5.3 Key Principles**

5.3.1 Warwickshire's Partnership Board for Older People's Services proposes that the following principles will need to be jointly shared by all organisations . To:

- Be outward focussed and concentrate on service issues rather than organisational, departmental or internal management arrangements.
- Ensure the well being and independence of older people is a principle focus of the Board's key priorities and activities.
- Ensure the partnership works on the basis of mutual respect establishing a common purpose between members with equal rights and responsibilities.
- Ensure all partners are committed to equality of opportunity for all people, regardless of race, age, disability, gender, sexual orientation or religion.
- Require of organisational representatives on the Partnership Board that they work in the best interests of the public as a whole and that the key objectives and priorities are agreed.
- Require that all partners are accountable for their own actions and share the need for integrity, objectivity, openness and honesty.
- Require communication and collaboration between all levels in all sectors and will use plain English in both the written and verbal form.
- Mutually develop general and specialist support structures to ensure that all sectors can flourish.

5.3.2 In addition to the jointly shared principles, the proposals include that the Board members will be proponents of:

- Maintaining high standards of governance, conduct and openness.
- Meeting legal reporting and accountability obligations to funders and service users.
- Develop quality standards that are relevant and appropriate to appraise the outcomes and required service improvements.
- Involve service users, carers and volunteers when considering the development of new services to meet new or changing needs.
- Implement policies that promote best practice and equal rights in activities, employment, the involvement of older people and in service provision.

5.3.3 Similarly, it is suggested that each public sector agency will:

- Actively encourage the participation of all sectors in the development of policy and strategy and the planning of service delivery.
- Consult on relevant issues across relevant communities.
- Develop clear guidelines and appropriate written agreements when funding support is being provided.
- Establish a co-ordinated approach to funding support for the agreed priorities.
- Respect and value knowledge and experience that all members bring.

## **6. Benefits of the Partnership Board**

6.1 The proposal is that the Partnership Board will:

- Respond positively and jointly to the Strategic Review of Older People's Services issues and actions using an umbrella forum to drive forward the countywide agenda for older people's services.
- Encourage greater involvement of older people in key decisions affecting their future and how their needs are met.
- Provide a Countywide forum that is representative and works to a clear agenda and timetable.
- Anticipates and debates key changes reaching early consensus on key drivers for change.
- Cements a closer relationship between the commissioning and financial decisions that organisations make and the user, carer and public views of changes required.
- Stimulates an innovative approach to securing change in a measured way.
- Assesses and agree the key improvement areas.
- Achieve value for money improvements from the use of existing resources, encouraging an open and transparent as well as involving framework to support the commissioning of older people services across all agencies.

## **7. Support to the Board**

7.1 Development resources will need to be identified to respond to and lead the identified priorities of the Partnership board and would include but not exclusively:

- administrative support
- project leads
- professional support, for example financial and legal guidance
- support to community and voluntary organisations and others as appropriate in order to maximise their contribution to the Board