

AGENDA MANAGEMENT SHEET

Name of Committee **Adult and Community Services Overview and Scrutiny Committee**

Date of Committee **13th December 2006**

Report Title **Adult Social Care Services – Timescale for Improvement**

Summary This report sets out the timescales for achieving significant improvements in performance in Adult Social Care Services.

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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 Cabinet Report – presented to 27 June meeting.

CONSULTATION ALREADY UNDERTAKEN:- Details to be specified

- Other Committees Portfolio Holders Briefing – 20 October 2006
- Local Member(s)
- Other Elected Members Councillor F McCarney, Councillor M Stanley, Councillor Mrs J Compton, Councillor R Dodd, Councillor R Randev
- Cabinet Member Councillor C Hayfield
- Chief Executive Jim Graham, Chief Executive
- Legal Alison Hallworth, Jane Pollard
- Finance Philip Lumley-Holmes, Financial Services Manager
- Other Chief Officers
- District Councils

Health Authority

Police

Other Bodies/Individuals

FINAL DECISION Yes

SUGGESTED NEXT STEPS:

Details to be specified

Further consideration by
this Committee

To Council

To Cabinet

To an O & S Committee

To an Area Committee

Further Consultation

Adult and Community Services Overview and Scrutiny Committee – 13th December 2006

Adult Social Care Services – Timescale for Improvement

Report of the Strategic Director of Adult, Health & Community Services

Recommendation

Members of Adult, Health & Community Services are requested to endorse the approach outlined by the Strategic Director on the timescales for achieving improvements in performance for Adult Social Care Services.

1. Introduction

- 1.1. Given the current position of adult social care services and the challenges they face, there is a concern that they may not improve at sufficient pace - if at all. Not only would this be of grave concern for adults in Warwickshire, it would have a profound impact on the reputation of the Council. Therefore, it is important to map out the progress that reasonably can be anticipated over the coming years so that expectations are not set unrealistically high and in order that progress can be monitored.
- 1.2. However, there are risks in setting out a timetable for improvement. There are a huge amount of variables that could easily put progress back. Currently, progress is predicated on ongoing support from all three political parties, it assumes good working relations with partners, yet the NHS is in the throes of a financial crisis, it assumes a stable Strategic Management Team, it assumes financial growth to meet growing demographic pressures and investment in new services to meet the requirements of the White Paper and it assumes that existing plans will be delivered.
- 1.3. To illustrate the risks involved in predicting progress, I would remind colleagues that I was told by everyone I spoke to that the Supporting People programme would demonstrate improvement and move up the rankings – it didn't and as a result, the challenge facing adult social care services has grown and the timescale required to make progress towards an excellent rating has lengthened. Nevertheless, I have set out below my view on the progress adult social care services realistically can make over the coming few years.

2. Goals

- 2.1 It may help to describe the service that I would want to lead in four years time. First of all, it would be delivering excellent outcomes for adults in Warwickshire and would be recognised as an excellent service. It would be seen as innovative and leading edge in a number of areas including user engagement and telecare. It would have excellent relations with its partners and a wide range of services would be commissioned and delivered jointly. There would be a vibrant health and care economy managed by the Council and its partners.
- 2.2 There would be a wide range of preventive services delivered in partnership at a local level, high use of direct payments and users and carers would be heavily engaged in all aspects of commissioning and delivering services. Service users would access mainstream services such as employment opportunities, sport and leisure activities and would feel included in community life in Warwickshire.
- 2.3 Services for adults requiring high levels of support from health and social care services would be completely integrated ensuring that health and care needs are met effectively. There would be a wide range of options available in which to provide support as there would have been a significant expansion in the availability of extra-sheltered housing.
- 2.4 Within the Council, adult social care services would be a strong corporate player engaging effectively with the corporate centre and other service directorates. It would have pioneered a range of infrastructure options including shared services, contracted services and directly provided services. It would be a leading player in performance management and customer focus.
- 2.5 Users will provide positive feedback on all aspects of services and will regard them as flexible and responsive. They will be heavily engaged in the planning, delivery and monitoring of services and know that there has been a shift of power to them. They will be proud of their services and pleased that they live in Warwickshire as their services are envied by friends and relatives in less fortunate areas.
- 2.6 Staff will be flexible and responsive in their approach to their customers and confident about putting them in the driving seat. They will have embraced fully the modernisation and performance agendas and leading local initiatives to deliver more effective services. They will be clear about the direction of travel, the end goals and their role in achieving them. They will receive appropriate training and development, appraisal and supervision and will be fully supported by managers. Communication throughout the Directorate will be excellent.

3. Timescale for delivering the goals

- 3.1. While this may sound like an ideal situation, there is no reason that it cannot be achieved. It will take several years to achieve this position given the length of journey that needs to be undertaken but major change will be achieved over the next four years. In reality, the basis for this transformation has been laid already and the next two years will represent the most difficult part of the journey as the new management team takes forward this programme of work.

4. Achievements within the first six months

- 4.1. The starting point for this transformation was initiated by Michael Hake at the end of 2005. With my arrival in February 2006, the programme was accelerated. The targets I had set myself were to meet with the senior managers and outline to them my vision for the new Directorate and this was achieved within the first week. The next target was to undertake a roadshow round the county meeting managers and staff and seeing at first hand the services within the new Directorate. This was achieved within the first month. A further major meeting with the senior managers was held within the first six weeks and focused on communications which was recognised to be poor across the Directorate. The next meeting of the senior managers was held over two days and focused on improving performance. It engaged external bodies such as CSCI and the portfolio holder attended for the second day setting out his agenda and challenges for the new Directorate.
- 4.2. I believed that it was essential to set out the position within the new Directorate for Councillors and the Chief Executive, and a report was taken to Leaders Liaison Group within the first two months. This identified serious challenges including major concerns about the financial position, service delivery, the structure, the lack of a performance culture and the lack of ambition, pace and urgency.
- 4.3. A target to take a report to Cabinet outlining the overall direction, the challenges, the strategies, structures and systems that would be required and the culture that would need to be developed was delivered within the first four months. Another target was to hold large staff meetings to enable the key messages that were emerging to be outlined to staff and to begin the process of engaging them in finding the solutions was achieved within the same timescale.
- 4.4. A key target was to recruit a new management team and have it in place within six months and this has been met. Further, the new structure below the Strategic Management Team which was described in the Cabinet report will be implemented from October onwards and the new structure will be fully operational by the end of March 2007 at the latest.
- 4.5. Arising from discussions with staff and managers was the need to improve communications. A range of measures have been adopted which includes work to improve the web site, the implementation of briefing meetings for the Strategic Management Team, circulation of notes of these briefing meetings, circulation of the minutes of SMT meetings, the creation of "Heads Up" which provides information on activities across the Directorate and the introduction of a Team Briefing system. The Team Briefing system was introduced in four months which has included training 300 team leaders in delivering the Team Brief.
- 4.6. A Leadership Development course had been planned and it was agreed that this should be pursued. The first two modules have been delivered and the next is now being planned. This fits well with the other initiatives in improving communication, performance improvement and modernising services.

- 4.7. In recognition of the major challenge in improving performance, the new Directorate has worked with the Audit Commission to implement its "Performance Breakthrough" model across the Directorate. Two seminars have been held to engage managers and the work that has been conducted within teams across the Directorate will be reported back in October which will support the development of a performance management culture across the new Directorate.
- 4.8. In order to address the serious financial position, a strategy has been developed which will focus on improving efficiency, modernising services, putting users in the driving seat, supporting carers and developing preventive services. Realistically, given the scale of the overspend, it will need to be tackled over a three year timescale.
- 4.9. As well as focusing on communications, the SMT has delivered a number of "quick wins": the introduction of Heads Up which provides information on issues facing the Directorate; a project to deliver the Trading Standards model for improving diet to adult care groups; bringing together an accommodation strategy covering the whole Directorate which is well underway; and ensuring that information on adult social care services and Trading Standards is prominently displayed in all libraries.
- 4.10. In discussion with CSCI, a consultant was engaged to support senior managers within adult social care services to pull together an Improvement Plan. This plan has been completed and will be reported through to Members in November and can be monitored by Overview and Scrutiny Committee on a monthly basis. It is a guide to action for managers across adult social care services and will provide the basis for targets for Heads of Service. The delivery of this Improvement Plan will ensure that the areas that were raised by CSCI in 2005 are tackled leading to improvements in services and enabling services to move on.
- 4.11 In summary then, the basic building blocks have been laid – the broad direction of travel has been mapped out, the new management team is in place, the structure for the tiers below has been agreed, communications is being improved, leadership training is underway, a performance culture is being developed, the underlying budget deficit is being addressed, more ambitious targets are being set and the pace of change is being raised.

5. Achievements within the first year – 2006/07

- 5.1. Having brought in a new Management Team, there is additional capacity to drive forward the changes that are required to be delivered that were described in my report to Cabinet in June. Further, a range of external consultants are being used to drive forward the modernisation programme at a faster rate than would otherwise be possible.
- 5.2. Thus by the end of March 2007, there will be a number of key building blocks in place which will include:
 - A budget strategy which will achieve a balanced budget over a three year period and will shift resources to preventive services while achieving efficiencies and modernising ways of working.

- An Organisational Development strategy will be in place which will incorporate flexible working, better use of IT, new roles and innovation
- Sickness levels reduced to the average for the Council as a whole
- A joint commissioning structure including Supporting People and joint commissioning plans for all adult groups
- A user engagement strategy will be in place which will put users firmly in the driving seat and represent a fundamental shift in power
- A strategy to meet the needs of users and carers from black and minority ethnic groups
- A strategy to maximise the opportunities for developing extra-care sheltered housing and more, affordable residential and nursing home placements from working in partnership with Warwickshire Care Services and other providers
- 500 people benefiting from the direct payments scheme
- Higher numbers of people receiving timely assessments and delivery of services
- Higher numbers of carers receiving assessments
- An additional 1,200 people receiving help to stay at home
- Higher numbers of people with learning disabilities benefiting from modernised services
- More people benefiting from the introduction of telecare

5.3. Within the Supporting People programme, the following areas will have been achieved:

- A needs analysis will have been completed
- The strategy will be revised and care groups and services prioritised
- The governance arrangements will have been realigned
- Users will be engaged fully in the programme
- Equality impact assessments will have been completed
- Diversity issues will be addressed which will include ensuring black and minority ethnic groups are engaged in the programme and are having their needs met appropriately
- Commissioning and procurement will have been improved
- The Value for Money approach will be embedded in the commissioning arrangements

5.4 **Inspection results**

5.4.1 At the ARM meeting, we were informed that our services for older people will be inspected in the final quarter of 2006/07. This inspection will count in the assessment for 2006/07 and will play a major part in the decision on the rating for adult social care services and therefore for the Council's CPA rating. We will prepare for the inspection so that the results demonstrate that older people are at the heart of our services. Assessments will demonstrate that older people themselves and their carers are seen as people with families and as part of wider communities. Their needs and wants will be explored in assessments and care packages will reflect and take account of the whole person.

- 5.4.2. The inspection will demonstrate that services are delivered flexibly and responsively and that there is a growing range of services available to meet the needs of the diverse groups of older people. Further, there will be evidence that there is a growing focus on local support services as far as possible. Services will be seen to work hand in glove with the NHS and other partner agencies and while there will be scope for improvement, it will be clear that there is a solid base for building more integrated services.
- 5.4.3. Later on next year, the Supporting People Programme will be re-inspected and there must be evidence that the Governance arrangements are delivering improved servicing commissioning decisions are being taken on the basis of a coherent needs analysis and that users, especially those from BME communities are engaged in the process.

6. Achievements in the second year – 2007/08

- 6.1. If all of the achievements set out in the first year are delivered then the basis for moving into the second year will be very positive. It will be possible to set more ambitious targets as there will be a sound base on which to build these improvements. These targets would include further improvements in the delivery of direct payments, delivery of care plans etc.
- 6.2. Further, the second year will allow the changes, developments and improvements to be consolidated as they become “the way we work around here”. There will be a process of bedding down and development and the changes will begin to deliver the improvements CSCI is looking for.
- 6.3. For example, the sustained delivery of new performance management systems, the sustained improvement of Supporting People and the sustained improvement in service delivery will demonstrate that the capacity does exist to maintain an improvement programme which will modernise services.
- 6.4. The shifts in the budget will be consolidated in this year as the strategy is implemented. There will continue to be enormous pressure on the budget as the shift from acute to preventive services begins to take place.
- 6.5. In this year I would anticipate new extra care sheltered housing coming on stream – the number will be low but will increase in subsequent years. There will be further decommissioning and re-commissioning of services across adult social care services and in the Supporting People programme.
- 6.6. There will be a continued expansion of low level support services as the service beds down but the limit may not exceed the level of 1,500 without additional ongoing investment. The range of services should continue to expand as partnerships are developed with the Districts and Boroughs, health services and community and voluntary groups.
- 6.7. Linked to this, there needs to be an expansion of services for carers ensuring that they are supported to care for longer if this is what they want. In order to maintain people in their own homes, it is essential to expand services which make this possible and this will include investment in telecare and health services.

- 6.8. There will be an ongoing process to modernise services. The aim is to make services more flexible and responsive, to reduce waiting times, to reduce bureaucracy, to make services user-centred and to make Warwickshire's services good to work for. Programmes will be initiated across all service areas.
- 6.9. The processes in assessment and care management will undergo a comprehensive modernisation programme. There will need to be a major shift in the way these services are delivered to address the preventive agenda, the increase in low level support services, greater support for carers, more flexible packages and greater numbers of people taking up Direct Payments.
- 6.10. An investment in telecare will be required to support aspects of low level support, support for carers and modernised services.
- 6.11. User engagement will begin to play an increasingly important role in designing, commissioning and monitoring services and this will take place at both a strategic level and at a local level. Commissioning plans will reflect what users need and want and care packages will reflect what users say they need. The number of people on Direct Payments will continue to rise at a fast rate and the performance will be regarded as one of the best in the country.
- 6.12. Joint commissioning will be well established and joint commissioning strategies will begin to improve outcomes for users, through more integrated services and more effective use of resources. There will be a clear direction of travel for all care groups, there will be an emphasis on supporting people in their own homes and with community support.
- 6.13. The Supporting People programme will be integrated with joint commissioning offering a greater range of options to enable people to live in the community.
- 6.14. Through better partnerships with the Districts and Boroughs, more adults will be included in mainstream community life. Greater use will be made of mainstream facilities. All people with learning disabilities will have a Person Centred Plan (PCP) and it will be used to improve the quality of their lives.
- 6.15. The Supporting People programme will be re-inspected in the second quarter of 2007 and this inspection will demonstrate significant improvement in the performance of the service. The issues that had been raised in 2006 will have been addressed and there will be clear evidence that outcomes for users have continued to improve. This will lead to a better rating.
- 6.16. In-house services will be commissioned as part of the broader social care economy. These services through modernisation and improvements in performance management will be recognised as high quality. They will have established the areas in which they are the most effective providers and will be market leaders. They will be high performing, high quality services.

- 6.17. Significant progress will have been made on modernising the workforce, skilling it up, introducing skill-mix to maximise scarce, expensive resources, shifting tasks and duties to users and carers or other appropriate agencies or to IT systems to increase productive time. Innovation will be rewarded and a performance culture will be embedded. Sickness absence rates will have been reduced.
- 6.18. The process of building leadership at all levels in the organisation will be leading to increased confidence, ability to take measured risks, to challenge poor practice and performance and to lead high-performing, effective teams who engage with their customers and use this engagement to change services to improve outcomes for users.

7. Achievements in subsequent years

- 7.1. Performance in subsequent years will build upon the successes established in the first two years. The solid base that will be put in place will form the bedrock for ongoing improvements and the pace of change will continue to be fast as aspirations and ambitions continue to rise. The old adage that “nothing breeds success like success” is pertinent in this context and as confidence grows so too do aspirations and the ability to achieve them.

8. Performance rating

- 8.1. It is important to set out how this will be reflected in the rating for adult social care services. The caveat is that the system is changing from next year and no-one is certain how it will impact upon judgements.

8.2. 2005/06

- 8.2.1. Given that the score for adult social care services for 2004/05 was bolstered by the children’s score, there is a risk it may fall. However, from feedback from CSCI, it is anticipated that the judgement will remain the same as it was for 2004/05; serving some people well with uncertain prospects. The “coasting” tag will probably remain as well.

8.3. 2006/07

- 8.3.1. Assuming that all the work that has been initiated this year is delivered, the judgement for this year is likely to be serving some people well with promising prospects. The reason for this is that in this year a lot of strategies will be put in place which demonstrates that we know where we want to get to and have described what it will look like and what we need to do to get there but we won’t have had the time to deliver these strategies. Nevertheless, CSCI will want to see evidence of real change even if it is on a limited basis.
- 8.3.2. The risk is that the inspections of the adult social care services and Supporting People programme may throw up as yet unidentified deficiencies in services. This could lead to the rating falling, which would put the Council in a very difficult position.

8.4. 2007/08

- 8.4.1. Assuming that the inspections go well, all the strategies are implemented, new services delivered, new accommodation delivered, more people on Direct Payments etc then the judgement this year is likely to improve again to serving most people well with promising prospects.

8.5. 2008/09 and subsequent years

- 8.5.1. Beyond this it is difficult to be clear. The pace of change may be such that Warwickshire is seen as excellent and the rating will reflect this rapidly. The important point is that the hardest part is the first few years. In these, we need to do the hard work of picking ourselves up, setting direction, putting in place the basic infrastructure to enable us to get there and to bring staff with us which is an exercise of winning hearts and minds. Also, it takes time – it is not possible to create sheltered housing in months and services cannot be transformed after one team meeting. Therefore, it will feel at first as if there is little progress but once we begin to put systems in place etc then the pace of change will pick up and the rating will increase quicker in subsequent years – but the first two years will feel like a hard slog for little reward.

9. Risks to achieving these goals

- 9.1. Currently, there is broad support for the programme to improve and modernise adult social care services across the political groups. Should this break down then this potential lack of political support would be perceived by CSCI as a major failing. Further, it would make the task facing the Strategic Management Team more difficult and add to the workload it faces.
- 9.2. Similarly, the Strategic Director's Management Team need to demonstrate commitment to the improvement programme in Adult Social Care Services.
- 9.3. Failure to invest in the development of adult social care services is a major risk and could prevent the modernisation of services. However, it is not about throwing money at a problem rather it is about investment and creating incentives for the service to re-invent itself using resources more effectively.
- 9.4. The partnership with health services is potentially a major risk. The financial position of the NHS is dreadful and presents risks in a number of areas such as failure to invest in joint commissioning, cost shunting, avoiding duties under continuing care legislation and reducing spend in preventive services.
- 9.5. The restructuring of services is essential but it brings with it anxiety about personal futures and the risk that people take their eye off the ball. Further, changes in role and the way services are delivered require changes in systems and behaviours which take time to bed down and can impact on performance.
- 9.6. Failure to achieve good results from either or both of the inspections in 2007 would have a serious impact on the performance rating and these are major areas of risk.

10. Investment

- 10.1. But this relies on investment – it will not be possible to achieve the sustained improvements described in this paper without sustained investment. This is not to say that it is necessary or desirable “to throw money at the problem”. However, it is necessary to continue to invest in user engagement, preventive services such as the low intensity support service and support for carers and it is necessary to invest in the infrastructure such as ICT and telecare.
- 10.2. The level of investment that will be required on top of inflation for care payments is in the order of £2m per year over the next three years. This will enable services for users and carers and the infrastructure to be developed.

11. Conclusion

- 11.1 There is enormous potential for adult social care services to move forward delivering better outcomes for people and achieving improved ratings as described in this report. However, the scale of the challenge is huge and should not be minimised. While the trajectory that has been described is realistic and achievable, it is self-evident that progress will be fragile, especially in the first two years. Achieving positive results in the inspections will be essential and it is essential that they are properly resourced.
- 11.2 In the short and medium term there are significant financial risks which could hold back progress unless they are addressed. The work that has been done to examine adult social care's financial position indicates that the level of investment has not kept pace with demographic growth, rising expectations from customers, rising expectations from Government for improvements in performance or growth in comparator county councils.
- 11.3 The impact of this has been to reduce the range and quality of services that are available for adults in Warwickshire. Consequently, the outcomes for adults are regarded as poor in comparison to those achieved by other county councils.
- 11.4 Further, as a consequence of this, the CPA rating of the Council will remain static and indeed may fall unless there is an improvement in the rating of adult social care services. It is imperative for the position of the Council as a whole that there is investment in adult social care services to ensure that it does improve its rating which will in turn ensure that the Council as a whole can improve its rating with the associated benefits of achieving a higher performance rating.

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