

**AGENDA MANAGEMENT SHEET**

<b>Name of Committee</b>	<b>Cabinet</b>
<b>Date of Committee</b>	<b>16 June 2005</b>
<b>Report Title</b>	<b>Report of the Independent Chair on the Review of Older People's Services</b>
<b>Summary</b>	The first report of the Independent Chair – Dame Yve Buckland following the Strategic Review of Older People's Services. The report contains recommendations that need further consideration in the light of the future direction that the Council might wish to take.
<b>For further information please contact:</b>	Martin Lake Principal Review Officer Tel. 01926 418090 Email: martinlake@warwickshire.gov.uk
<b>Would the recommended decision be contrary to the Budget and Policy Framework?</b>	No
<b>Background papers</b>	Terms of Reference report to Cabinet June 2004, Progress report to Cabinet March 2005
<b>CONSULTATION ALREADY UNDERTAKEN:</b>	
	Details to be specified
Other Committees	<input checked="" type="checkbox"/> Social Care and Welfare and Employment and Inclusion
Local Member(s)	<input type="checkbox"/>
Other Elected Members	<input checked="" type="checkbox"/> Cllrs Anne Forwood, Sid Tooth, Raj Randev, Richard Dodd, Marion Haywood
Cabinet Member	<input checked="" type="checkbox"/> Cllrs Bob Stevens, Chris Saint, Colin Hayfield
Chief Executive	<input type="checkbox"/>
Legal	<input type="checkbox"/>
Finance	<input type="checkbox"/>

Other Chief Officers

☒ David Carter, County Solicitor and Assistant Chief Executive  
Marion Davis, Director of Social Care and Health

District Councils

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Health

☐

Police

☐

Other Bodies/Individuals

☒ Monica Fogarty, Head of Policy

***FINAL DECISION***

**Yes**

***SUGGESTED NEXT STEPS:***

Details to be specified

Further consideration by  
this Committee

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To Council

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To Cabinet

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To an O & S Committee

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To an Area Committee

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Further Consultation

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**Cabinet**

**16 June 2005**

**Review of Older People's Services – Report of the  
Independent Chair**

**Report of the Chief Executive**

**Recommendations**

1. That Cabinet receives the first report from Dame Yve Buckland in relation to the Strategic Review of Older People's Services.
2. That Cabinet asks the Chief Executive to develop appropriate proposals for implementation

**1. Introduction**

- 1.1 The County Council has undertaken similar reviews under Best Value principles. In consultation with members, the agreement in June 2004 was that the Review of Older People required a more strategic and cross cutting focus with independent scrutiny through an appointed independent Chair.
- 1.2 Whilst the review draws where appropriate, on best value principles, work across the County to engage a broader group of stakeholders has been an important feature of the work, creating a development agenda for Older People's Services and their carers in the community.
- 1.3 This report brings together the findings and recommendations from the interim reports already presented to the Employment and Inclusion Welfare Overview Scrutiny Committee and the Social Care and Welfare Overview Scrutiny Committee between November 2004 and February 2005.
- 1.4 COMT considered the attached report on the 4 May, where the report was very much welcomed and seen as providing much material for consideration in terms of the way forward for Older People's Services. The report contains a significant range of recommendations, some of which could be approved and implemented immediately. However there are also some strategic recommendations which need further consideration and which need to be

responded to in keeping with the future direction that this council may wish to take on Adult Services and community services more generally.

- 1.5 Key priorities for the review included the need to consider and identify key improvements in how the Social Services Department (SSD) currently meets identified needs, and to identify and assess how the 'well being' agenda could realistically contribute to meeting the future needs of older people. The changing policies within central government and recently published papers including the Green Paper have provided an important context for the review enabling the Council to formulate an informed and early strategic response.

## **2. Outcome of Review**

- 2.1 In order to assist members of Cabinet, a copy of the report of the Independent Chair is attached as an Appendix .

## **3. Recommendations**

- 3.1 Members of Cabinet are requested to:
  1. Receive the first report from Dame Yve Buckland in relation to the Strategic Review of Older People's Services.
  2. Ask that the Chief Executive develop appropriate proposals for implementation.

**Ian Caulfield**  
**Chief Executive**  
**Warwickshire County Council**

## Strategic Review of Older People's Services

### *Report of the Independent Chair*

#### 1. INTRODUCTION

*"Those who are younger often consider older people as a separate group. We readily use the expression 'the elderly' setting us apart from each other, simply because of age. Yet we would do well to remember that all of us age. Just because we are older, doesn't mean our fundamental needs change"*<sup>1</sup>

- 1.1 The age profile of older people in Warwickshire mirroring national trends has altered significantly in recent years. Over 35% of the population (according to the 2001 census) was aged over 50 and is estimated to rise to over 45% in 2021. The North of the County has a slightly younger age profile over all but still has the highest population of people aged 50-59. South Warwickshire has the highest population of people aged over 75 years in the County and Warwick District has the highest proportion of frail elderly people over 85 years.
- 1.2 Older people are more likely to experience relative disadvantage, suffer material hardship, and experience social isolation and a disproportionate lack of access to transport. They frequently worry about becoming the victims of crime. At the same time the County's elders are an important resource. Older people have much to offer with the potential to play an active role in their local communities and can readily be engaged to participate in the development of policies and services.
- 1.3 Emerging policies from central and local government have begun to spell out a new vision for older people's services. Based on notions of choice and the promotion of independence, the overarching legislative and policy framework within which the County has to work, sets an agenda to control ageism, promote the health and well being of older people and promote opportunities for them to live full and healthy lives.
- 1.4 Such an approach requires responsive and flexible partnership working to ensure that key services such as health, housing, social services, transport, planning, leisure and lifelong learning are joined up in imaginative and customer-focussed ways. Specialist services for older people, particularly in social services, also need to be modernised and be of high quality.

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<sup>1</sup> All our Tomorrows – Inverting the Triangle of Care – ADSS/LGA – October 2003

## 2. SUMMARY

- 2.1 This report commissioned by Warwickshire County Council comes at a critical time. The government has just published a Green Paper on the future of Adult's services, '*Independence, Well-Being and Choice*' that sets out a new vision for adult social care. This paper and its proposals when set alongside recent policy changes in children's services pave the way for some fundamental reforms in the delivery of Social Services.
- 2.2 The major thrust of the Green Paper, following a raft of other recent policy reports, sets an agenda to promote the health and well being of older people and promote opportunities for them to lead their lives as fully and independently as possible for as long as possible.
- 2.3 There is now a requirement for responsive and flexible partnership working to deliver joined up imaginative and customer focussed services. Social Services staff need to be capable of operating effectively within a complex framework of provision, supported appropriately by the wider council. These requirements come at a time when the Council is itself poised for a period of disruption as a result of prospective changes in the leadership of both members and officers.
- 2.4 The review priorities were to consider and identify improvements in the way Warwickshire County Council currently meets the service needs of older people and to assess how the Well Being agenda can be addressed in realistic and practical ways.
- 2.5 Within the limited resources available to us and with short reporting timetables we did not wish to reinvent the wheel or simply reiterate to the council the messages it has already received in a series of recent reports on social services generally and adults services in particular. Indeed, strong messages by staff suggest that they wish to see more emphasis on implementation rather than further review and some cynicism that there will be any real changes following our recommendations.
- 2.6 We have also aimed to build upon existing best practice and the developments already underway within Social Services and across the council to consult with older people and improve services for them.
- 2.7 We did though feel it important to commission a survey of Parishes as part of this review to gauge an understanding of the key issues for older people at a community level and compliment the data gathered through existing consultation mechanisms.
- 2.8 We were also surprised at the lack of good, easily accessible quantitative and qualitative comparative data within the council to enable us to benchmark its services for older people against the best elsewhere. As a result we commissioned additional cost and quality data.

- 2.9 We were helped considerably during the review by a cross party member reference group with whom we have discussed our ideas and also by key officers and leading external partners.
- 2.10 During the course of the review a series of small projects aimed at improving the well being of older people have been initiated to inform our findings through action research and also to harness the enthusiasm of existing partners and community groups. The projects will need to be nurtured and maintained after the review has reported if their full benefits are to be realised.
- 2.11 The recommendations of the review are set out in detail in the attached schedule that also indicates the priority that the review team have attached to them. In considering these recommendations the council will also need to keep in mind its response to the Green Paper.

#### **2.11.1 Social Services Issues**

- We have set out a number of recommendations to support the Director of Social Care and Health in her plans to modernise and improve the delivery of adult social care. There are considerable skills gaps among existing social services staff that must be addressed if the council is going to deliver to a different agenda also requiring strategic commissioning, and robust systems of performance, quality management and financial control.
- There are also specific recommendations to address the current problems for the delivery of home care and charging for key adults services.

#### **2.11.2 Corporate issues**

- At the corporate level we advocate the establishment of an Older People's Strategic Partnerships Board and an Adult Project Management Team to parallel arrangements to those being put into place to reform and restructure children's services. We have also highlighted the need for Council co-operation; to better support the new and imaginative approaches required from Social Services and other key community focussed services being delivered by the council. We have acknowledged through the report the excellent work being undertaken through the older peoples forums under PTES. However, we feel strongly that this work now needs to be mainstreamed alongside social care and other services for adults.
- We have highlighted that joint arrangements between departments need to be significantly improved and supported by identified lead champions for Older Peoples services at member and officer level.

#### **2.11.3 Working in Partnership**

- We have commented on existing Partnership arrangements and the challenges to the Social Services Department in delivering holistic, joined-up services to prevent older people coming into care and to improve their well-being.

- The review has prompted an array of holistic programmes and projects for older people, building on the good work that already exists in the District and Borough forum and the Older People's Steering Group.
- These initiatives should be reviewed, prioritised and nurtured. They have the potential to deliver real benefits for older people in Warwickshire.

#### **2.11.4 Phase two action pilots**

- The final set of recommendations are concerned with the development of some action learning on more imaginative approaches to service delivery through a series of pilot programmes across the county. Initially it was proposed that after phase one reported we should undertake a second phase of work to develop a number of the priority recommendations and further support the council on their implementation. We are concerned that this would be inappropriate in the period of major change now faced by the council. Moreover the council needs to develop its approaches to cross sector provision carefully. The proposed pilot projects have been agreed in outline with key partners but will need careful management and proper resourcing. They should enable the Council to 'turbo' charge more radical and innovative approaches to supporting older people – to help it implement the vision behind the Green Paper.

#### **2.12 Review follow up**

- We suggest that there is a follow up to this report that looks at progress on its findings and recommendations in eight months.

### **3. PURPOSE AND SCOPE OF THE REVIEW**

- 3.1 The County Council has undertaken similar reviews under Best Value principles. In consultation with members, the agreement in June 2004 was that this review required a more strategic and cross cutting focus with some independent scrutiny from an appointed independent Chair.
- 3.2 Whilst the review draws where appropriate, on best value principles, work across the County to engage a broader group of stakeholders has been an important feature of our work, creating a development agenda for Older People's Services and their carers in the community. The terms of reference for the review are set out in Appendix 4.
- 3.3 This report brings together the findings and recommendations from the interim reports already presented to the Employment and Inclusion Welfare Overview Scrutiny Committee and the Social Care and Welfare Overview Scrutiny Committee between November 2004 and February 2005.
- 3.4 The review priorities were to consider and identify key improvements in how the Social Services Department (SSD) currently meets identified needs, and to identify and assess how the 'well being' agenda could realistically contribute to meeting the future needs of older people. The changing policies within central government and recently published papers including the Green



Paper have provided an important context for the review enabling the Council to formulate an informed and early strategic response.

3.5 In order to encourage key agency involvement the review has:

- Requested and received nominated key contacts for the review from all partner agencies to ensure we capture existing policy and service developments
- Conducted one to one interviews with members of the reference group to allow key issues, understanding and expectations of the review to be shared including discussion and clarification about the terms of reference. Members of the reference group were encouraged to raise emerging key issues and progress was shared with members at key stages of the review.
- Used existing networks both organisationally and from a customer perspective to inform and provide feedback on key issues pertinent to the review as well as help to inform on key improvements and future priorities.
- Outlined a work programme culminating at the end of January in reports to both scrutiny committees summarising key improvement areas and recommended priority areas of work
- Met with individual chief officers and corporate leads to understand the key issues from their perspective
- Reported intermittently to the Chief Executive and the Director of Social Care and Health

3.6 Since September, the review has made a deliberate effort to develop an active and practical approach to stimulating change by supporting and developing the introduction of ideas by people already working with older people across a range of agencies. We have also tried to reflect and build on existing service initiatives and best practice in the development and delivery of services for older people within the council and across the County.

3.7 The review has used comparative data to test how Warwickshire is positioned in respect of other similar authorities. (A summary paper prepared by the Chief Executives department to inform this review is available in an Attachment (2)

3.8 The following documents were commissioned as part of the review and form Appendices that are available upon request and that will be made available upon the intranet in due course:

- A survey of parishes to seek feedback on older people's issues (Attachment 1)
- Comparative Data prepared by the Chief Executives department on cost and quality indicators(Attachment 2)
- A review of charging for non residential services (Attachment 3)
- Performance data extracted from Key Indicator Groups (KIGs) data (Attachment 4)

- Citizens Panel Survey – Available June 2005 (Attachment 5)
- Census Report on Older People (Attachment 6)

### **3.9 Member Reference Group**

3.9.1 Three meetings of a cross party member Reference Group have been held over the last four months and have provided a steer on:

- The proposed actions and options to be recommended for ongoing work
- The rationale for prioritising key areas for next stage action and to
- Highlight some of the summary feedback issues arising from the parish survey

### **3.10 Previous Reviews**

3.10.1 Recent reviews by the Audit Commission that looked at Older People's Services included:

- Joint Review Inspection – August 2003
- Supporting People Inspection – September 2004

3.10.2 We did meet some cynicism from staff that the council was engaged in 'yet another' review and a strong message was given to us that many staff and partners are anxious to see 'results' and real change deriving from our recommendations.

## **4. SERVICE USER CONSULTATION AND COMPARATIVE DATA**

### **4.1 Parish survey - Summary of Key Messages**

4.1.1 The County Council has a good track record of engaging in and consulting with citizens, particularly elders, through its existing survey mechanisms and the older people's forums. We have used this information where available.

4.1.2 In addition to the use of existing survey data available through the Policy for Older People groups, the review commissioned a Parish survey through parish clerks to determine what local knowledge, awareness and support for older people within their communities was available. The report is available as an attachment (Attachment 1). The report and results will be made available to the District Councils and key stakeholders.

4.1.3 Unfortunately since Nuneaton and Bedworth do not have parish councils, we do not have a complete countywide picture. However, active consultation with community groups, partner agencies and the public in Nuneaton and Bedworth over the proposed Mancetter development, a significant local

development designed to meet a range of future needs for older people has already been established.

- 4.1.4 The top three ways that parishes communicate with agencies about the needs of local older people are by direct dialogue with appropriate District / Borough or County Council departments, directly with GPs, and via Parish Plans.
- 4.1.5 Only 15.5% of parishes indicated that they had already developed proposals for supporting older people in their community. Of these, the majority related to Transport and Housing.
- 4.1.6 Only 21% of parishes are aware of how many carers there are in their parish.
- 4.1.7 The majority of parishes (65%) indicated that it is difficult for older people to access information about services.
- 4.1.8 The information that is most important to most older people to help them to make decisions about their future relates to Transport, Income and Housing.
- 4.1.9 The most popular ways that agencies could improve provision of information are via more regular leaflets on specific services and local newsletters.
- 4.1.10 Older people and their carers experience the most difficulties in accessing transport services and help with household / domestic duties, such as shopping, cooking and cleaning.
- 4.1.11 The main themes for additional services that could be provided are Transport; Home Help; Increased Care / Health Services; Advice and Information; and Financial Assistance.
- 4.1.12 Just over half of the parishes indicated that they do hold events specifically aimed at older people (lunch clubs, coffee mornings etc, often on either a weekly or monthly basis). The range of events on offer is very broad, but there are still 34 of the 71 parishes responding who do not hold any event for their older community.
- 4.1.13 None of the parishes indicated that there was a specific issue with appropriately meeting the needs of Black and Ethnic Minority elders.
- 4.1.14. 7% of parishes indicated that there is an issue with meeting the needs of older people with physical or learning disabilities.

## **4.2 Citizens Panel Survey**

- 4.2.1 In order to further enrich the review information on the user perspective, the recent citizens panel survey was dedicated to older people's services. The survey incorporates questions from across WCC departments and considers both current service issues and the preventative and well being agenda priorities. The results will be available during May from the Chief Executives Department

- 4.2.2 The review has consulted a range of comparator local authorities to determine current and better practices particularly in relation to IM&T developments, charging for non residential social services and home care developments.
- 4.2.3 Supporting information on performance across Warwickshire's comparator authorities is referenced in the report and provided in total in Attachment 4.
- 4.2.4 Warwickshire was assessed as average in terms of performance ratings as compiled by the Commission for Social Care Inspection in November 2004. The key areas for improvement identified by the Commission for Social Care and Inspection (CSCI) that is pertinent to the review was:

*'The Council should complete ongoing work to improve the range of services to help people to remain at home with support. This particularly applies to services for older people'*

## **5. POLICY CONTEXT**

- 5.1 The review has been informed by a number of key policy and research documents on the development of services for an ageing population. Recent policy reports strongly advocate the need to counter ageism, promote the health and well being of older people and provide opportunities for them to lead full and independent lives
- 5.2 Commencing in September 2004 the review has drawn heavily on the Local Government Association document 'All our Tomorrows: Inverting the Triangle of Care'<sup>2</sup> published in October 2003 and Choosing Health – Working in Partnership across Government with people, their communities, voluntary agencies and local businesses November 2004<sup>3</sup>.
- 5.3 This important report stressed the need for integrated seamless services and the commitment of partners to a coherent, strategic approach to service development issues for Older People, both now and in the future. These are key first steps in ensuring the changes required to how services are currently delivered can occur in practice.

### **5.4 The Green Paper for Adult Services**

- 5.4.1 During 2004 the Department of Health initiated a debate about the future vision for adult care services. The new *Green Paper for Adult services-Independence, Well Being and Choice* was published on 21 March with consultation until the end of July 2005. The paper has been shaped by a commitment to values such as choice, participation and control and canvasses views on how:

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<sup>3</sup>.Choosing Health – Working in Partnership across Government with people, their communities, voluntary agencies and local businesses-Department of Health 2004

- More control, choice and high quality support can be provided for those who use care services
- The capacity of the whole community can be harnessed, so that everyone has access to the full range of universal services and an opportunity to play a full part in society; and
- The skills and status of the workforce can be improved to deliver the vision.

5.4.2 The preventative and well being agenda for older people have a high profile in the new paper, including ideas and options to meet people's needs within their own homes. The key proposals in the new Green Paper include:

- Wider use of direct payments and the piloting of personal budgets to stimulate the development of modern services delivered in the way people want reflecting the higher aspirations of users and the desire for easier access to independent living options. Personal budgets to be used to buy local authority and other services to promote a more customer/client focus to the relationship and reaching beyond the direct payment schemes. The social worker role is envisaged to deliver more of a brokering and navigational role for individuals.
- Greater focus on preventative services to allow for early, targeted interventions and to ensure greater social inclusion and improved quality of life. Addressing the wider well being issues that are not currently the core business of social services or local authorities and to date have diverted existing resources rather than attracting additional funding.
- A strong strategic leadership role for local government, working in partnership with other agencies, particularly the NHS, to ensure a wide range of effective and well targeted provision, that meet the needs of our diverse communities. There will be draft guidance issued on the role of the Director of Adult Social Services, reflecting the content of 'All our Tomorrows' and strengthening the need to work co-operatively and evidence partnership working.
- Encouraging the development of new and exciting models of service delivery and harnessing technology to deliver the right outcomes for adult social care.

5.4.3 *'From Welfare to Wellbeing – Planning for an ageing Society'*<sup>5</sup> identified eight building blocks, each of which aims to support the approach that underpins the rights of older people as citizens, values and supports the contribution that older people can make to society, both individually and collectively, and gives active and more vulnerable older people greater choice and control over their lives and decision making.

5.4.4 *'Better Health in Old Age'*<sup>6</sup> identified the progress achieved with the National Service Framework for Older people launched in 2001 and endorses the need to ensure services are designed around the needs and choices of patient's

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<sup>5</sup> From Welfare to Wellbeing-Planning for an Ageing Society Summary of the Joseph Rowntree Foundation-Task Force of Housing, Money and Care for Older People – October 2004

<sup>6</sup> Professor Ian Philp – National Director for Older People's Health Report to the Secretary of State – 2 November 2004

users and citizens. Four principles underpin the further improvements in health and care for older people namely: person centred care, joined up services, timely responses to needs and the promotion of health and an active life. These major themes are also reflected in the '*Choosing Health*' White Paper (See Footnote 3)

5.4.5 Other recent policy and research documents have also been taken into account. Research by the Institute for Public Policy Research on '*Meeting Complex Needs: the future of social care*' highlighted that users of social services often have complex needs and may be living in disadvantaged circumstances.

5.4.6 The report stressed the need to create personalised social care services that consider the individual's circumstances and avoid repetitive journeys through for the individual. In addition, the complex social inclusion issues on housing, employment and education need to be considered and addressed in order to appropriately meet the needs of the individual. Information on the number of people who have such complex needs is often lacking thereby impacting on the effective planning, commissioning and delivery of services.

5.4.7 Research shows that supporting self care can improve health outcomes, increase patient satisfaction and help in deploying the biggest collaborative resource available to the NHS and social care – patients and the public. Helping people self-care represents an exciting opportunity and challenge for the NHS and social care services to empower patients to take more control over their lives. A major component of self-care and independence is promoted by the Supporting People Agenda. In September 2004, the Audit Commission undertook an inspection of the multi-agency progress in establishing a strategic and integrated policy and funding framework to replace the previously complex and un-co-ordinated arrangements for providing housing related support services for vulnerable people.

- Older People represent 18.8% of the total Supporting People budget or approximately £2,003,000.

5.4.8 Progress with the Supporting People Agenda has included:

- completion of a five year strategy that sets the strategic direction for housing related support mechanisms across the county.
- prioritised developments for older people identified as needing extra care housing, use of assistive technology and the requirement for a county co-ordinator to ensure consistent service delivery across all agencies
- a service review programme that ensures resource use, activity and support requirements for older people are closely monitored
- development of a Warwickshire accommodation strategy group to develop and co-ordinate all accommodation related issues represented by all core agencies.

## **PART II    REVIEW FINDINGS**

### **6. SOCIAL SERVICES DEPARTMENT**

6.1 In anticipation of the Green Paper, the review has considered and examined Warwickshire's services meeting the needs of an increasingly older population. The County Council's corporate commitment and the commitment of its partners to the social inclusion and the well being agenda are critical to successfully implementing the recommendations from the review as is provision and access to high quality social care services.

#### **6.2 Governance requirements**

6.2.1 The recent Green Paper on the provision of Adult Social Care, proposes the alignment of Adult Service developments with those occurring in Children's Services where strategic responsibility for the planning, commissioning and delivery of social care for adults reaches beyond the immediate boundaries of social services.

6.2.2 Warwickshire's Adult Social Services has existing strategies in place that already work beyond the boundaries of social care and the Department is well positioned to embrace the new requirements. However, key issues that remain challenging include:

- managing cultural change;
- driving partnership working;
- delivering an integrated whole systems approach to supporting communities

#### **6.3 Social Inclusion and Well Being**

6.3.1 The promotion of social inclusion is already firmly part of the SSD agenda, although the well being and preventative agenda is not treated as a high priority or well supported by current structural and funding arrangements. The well being agenda requires close collaboration between social services, other county council departments providing community based services and external partners.

6.3.2 Building on the feedback outlined in the two scrutiny committee reports presented in January and February 2005 respectively, any changes to the existing existing management forums that have served Warwickshire well on the preventative agenda and NSF for Older People, need to be able to:

- offer more control, choice and high-quality support for those who use care services;
- harness the capacity of the whole community;
- to enable access to a full range of universal services and an opportunity to play a full part in society; and
- improve the skills and status of the workforce to deliver the vision

6.3.3 The evaluation of Warwickshire's Policy for Older People in August 2004 highlighted the considerable success that has been achieved under existing

arrangements since 1998. However, the report also highlighted the need for more corporate level championing and the need for much closer integration into the mainstream service decision making process and better alignment with both social services and the PCTs. This is also in line with the thinking outlined in the Green Paper.

- 6.3.4 Currently the preventative agenda issues are supported, funded and driven by Planning Transport Economic Strategy (PTES) due to a historical agreement within WCC and a willingness by PTES to develop the agenda.

## **Recommendations**

- 1     *The review would recommend that Chief Officers led by the Chief Executive develop a project board, to lead and develop the Green Paper requirements including preventative and well being issues. This Board should parallel the Children's Board and be set up as soon as possible after the elections.***
- 2     *Any changes to the existing structures and forums for consultation on Older People's services need to be led by the proposed Board which should incorporate the following into its terms of reference:***
  - *Align and be responsive to feedback from Older People in the future commissioning, planning and purchase of services***
  - *Create a sustainable network and communication methods with a broader range of Older people's forums at a strategic level***
  - *Identify and target, with partners, clear strategic priorities.***
  - *Create a joint commissioning approach to older people's services like those currently under development for Mental Health and Learning Disabilities; (the Disabilities Partnership Board has achieved better practice recognition by the Commission for Social Care Inspection both nationally and regionally).***
  - *Initiate, develop and implement the modernisation projects listed in paragraphs 8.7***
  - *Recognise the external consultation feedback on the need to engage members more fully in the leadership of older people's issues.***
- 3     *The preventative agenda developments that current sit with PTES need to aligned with and become an integral part of Adult Social Services delivery.***

## **6.4 Workforce Planning and Development**

- 6.4.1 The delivery of social care is set to change, with an increasing emphasis on the preventative and well being agenda and a requirement for social services departments to work differently. The change in emphasis requires a level of adaptation, flexibility in the approach to cross boundary issues and



new ways of working by all social services staff. The challenge is to deliver more integrated joined up services. The review found significant gaps in the current availability of these skills.

- 6.4.2 Equally social care staff (social workers and domiciliary care staff particularly) are a precious resource with recruitment and retention issues an increasing and ongoing challenge for the Department, particularly in the South of the County.
- 6.4.3 The workforce planning and development agenda is being promoted through the Warwickshire Quality Partnership and the Coventry and Warwickshire Partnership for Care that are both working to meet the recruitment, retention and training and development needs of the workforce.
- 6.4.4 The Social Services Department has begun to modernise and streamline the management and delivery structures in adult services. This needs to continue and in particular the Department needs to review the overlapping roles between managers and supervisors.

### **Recommendations**

- 4     *The available skills within the SSD need to be appraised to enable the Department to most appropriately plan for the future.***
- 5     *Social services staff need training and development to enable them to:***
  - Deliver interagency service developments*
  - Support the growth and development needs of managers*
  - Encourage the development of commissioning and planning skills among a wider range of staff*
  - enhance professional and technical expertise in project management and performance management*
- 6     *The recruitment and retention of key staff groups, for example domiciliary care staff and social workers who can be hard to attract into the workplace within the current market, will require a much more robust approach to market management issues.***
- 7     *Ensure all tiers of management across the services are clearly differentiated and compliment rather than duplicate required roles.***
- 8     *The County and Departmental links with the commercial sector to support and stimulate the market in an area of high demand but relatively low level provision is a core priority if the movement from residential to community provision is to be seriously addressed.***
- 9     *Incentives and rewards to either enter or return to this sector should be encouraged widely through the partnerships as well as ensuring WCC are paying the market rate for all of these roles. This is likely to be a key cost pressure in respect of Home Care provision generally where tender evaluations have shown that the Council is not currently paying the market rate to the external providers.***

## **6.5 Performance Management and Strategic Commissioning**

- 6.5.1 The middle management tier is crucial in driving the change agenda and implementing the required actions and recommendations to improve how the needs of the population are met.
- 6.5.2 The Adult Commissioning Unit is currently developing a contract monitoring performance framework for budget holders to apply. Along with training this framework should improve the value for money and performance of key providers across a range of Adult Services contracts. For older people's services this framework should have a significant impact, allowing improvements to be measured and inform the commissioning requirements. Core service, department and corporate priorities should inform regular and formal performance discussions with providers from the independent sector, and community and voluntary sector. SSD staff are not generally experienced in the use of quality control and assurance methods to optimise the use of their budgets or manage individuals.
- 6.5.3 The desire, motivation and time that staff devote to developing new ideas and shaping continuous improvements appears limited. Even where staff are encouraged by their managers to be innovative. Stimulation and encouragement of all junior and middle managers to move away from a 'silo' approach, connect with the wider corporate and interagency agenda is required.
- 6.5.4 Strategic Commissioning is an increasingly important feature of the inter-agency agenda across all services. Joint developments with health partners already referenced for Learning Disabilities and Mental Health services and the joint Children's developments between Education, Social Services and other providers, provides an appropriate climate to develop increasing joint and strategic commissioning expertise.
- 6.5.5 The complex and diverse components of older people's services will be able to shadow and learn from these less resource intensive areas and thereby enable a management strategy to be developed that minimises the potential financial risks with older people's services.
- 6.5.6 The development of strategic commissioning relies upon the successful agreement of joint and singular commissioning models based on the required levels of activity from providers over a three to five year period. Similarly, the required level of resource against the financial envelope available needs to be considered on an individual agency basis supported by appropriate and robust governance arrangements.

## **Recommendations**

- 10     *Accelerate the contract monitoring framework and training to budget holders and relevant staff to secure optimum value for money from existing contracts, measuring the impact and improvements gained.***

- 11 ***Stimulate and encourage junior and middle managers to connect more constructively with the corporate and interagency agenda and ensure the roles and responsibilities between managers is explicit and regularly reviewed.***
- 12 ***The incentives and consequences of managing performance at all levels across adult services needs to be made more transparent – for example simple core indicators on the business priorities could be collated from the floor to Directorate on a regular basis.***
- 13 ***Training and development to introduce the principles and practice of simple performance monitoring and management towards continuous improvement is required across the Department***
- 14 ***The older people's development agenda needs to incorporate learning from the setting up of the joint commissioning arrangements for mental health and learning disabilities and the development of Children's services with Education***
- 15 ***Develop and introduce more commissioning expertise and learning into the department in order to support the future Adult Services initiatives.***
- 16 ***Strategic commissioning models for high volume and high cost services as well as community based purchasing from the voluntary sector needs to more clearly illustrate financial information with activity data to ensure the most prudent decisions are made in respect of current budgets***

## **6.6 Sickness and Absence**

- 6.6.1 Currently, SSD illustrates higher than average levels of absenteeism at twice the number of days absence per employee. A reduction in sickness absence from 10% to 4% with home care staff could save £62,850 per annum. WCC is actively seeking to introduce reliable methods to monitor and manage sickness absence following the CPA assessment and BV Indicators that illustrated the need to improve the levels and management of sickness absence. To date no reliable information is available that allows short term or long term sickness issues to be locally addressed, or collated reliably by corporate teams.
- 6.6.2 The home care teams lost 32,450 days through absence between January and December 2004. This equates to approximately 23 days per person and should be regarded as a core business improvement priority especially as the Departments ability to procure or provide internal home care makes the levels of absence a key business priority in the short medium and longer term.
- 6.6.3 In response to the above, WCC has set up a countywide project on sickness absence reporting led by the HR Manager for SSD. A feature of the project was to investigate all those cases with significant absence by the end of March 2005 and arrangements to account for the collection of robust data for those staff who do not work 9am-5pm are integral to the project.

- 6.6.4 This is an example where the Department and the Central Services need to work closely together to resolve the problems. The National Primary Care Development Team in the NHS have piloted collaborative change approaches to resolve similar problems within Primary Care Organisations. Their approach uses small teams to develop system changes and has produced marked improvements in a whole range of service areas. The County Council should give active consideration to using this approach, which is already being tested by other Local Authorities to resolve this and other seemingly entrenched problems. (The NPDT is based in Manchester and their details are on the web).

### **Recommendations**

- 17     *Treat sickness absence as a core business improvement priority within teams with a particular emphasis on Home Care. Interim guidance will be required during the life of the project in order to reduce the loss of nearly 24,000 hours (saving of £62,000) from home care resources in the next 12 months. The reduction in home care absence is to reach an interim level of 6% with progression to 4% the following year. The recommended national CBI average for sickness absence is 3-4%.***
- 18     *Corporate and Departmental support will be required to the operational SSD teams to appropriately manage and reduce sickness absence.***
- 19     *The Council could consider using proven successful change and improvement models from the NHS National Primary Care Development Team to help resolve this problem.***

### **6.7     Home Care**

- 6.7.1 The Department spends approximately £40 million on home care and it is one of the most important services in supporting older people to maintain their independence and remain at home rather than moving into alternative accommodation. However, the percentage of people receiving services is small compared to those who have a need for some form of support at home. SSD support reaches those people who have an assessed critical or substantial need. The demand on home care services is high and increasing.
- 6.7.2 The Department is introducing a revised model for accessing home care that focuses internal home care on short term provision, including a fast response, hospital discharge and a social re-ablement service. The independent sector will work with mainstream home care needs and deliver a specialist EMI service.
- 6.7.3 All cases receiving longer term support will be regularly reviewed against their existing provision and care needs to ensure an appropriate service is maintained. At the same time the amount of low level work that social services provide will be reduced and the independent sector encouraged to provide a similar service. The model will improve the clarity of purpose for the internal home care teams but requires a period of transition to achieve the required

modernisation of the service delivery and contract management and re-tendering. Comparator research with other Authorities highlights the following:

- Many Shire Authorities are facing similar recruitment and retention difficulties for this aspect of social care
- Warwickshire's remodelling of the in house provision and re-tendering approach is more extensive and ambitious than many other areas
- The pricing issues in other authorities are similar to those Warwickshire is currently dealing with.

6.7.4 Where two carers are required to lift and handle an individual at home, the department needs to ensure as part of its revised contracting arrangements that the external and internal providers can safely meet these requirements and that they are delivered.

6.7.5 All contracts with the sector now go through due process and contract monitoring meetings and reviews with providers are integral to contracts. The contracting process for home care contracts with the external sector was previously weak, and gave few levers to the Department to ensure the providers were appropriately responsive to key contract conditions. The new specialist service set up to meet the dementia care needs of older people is also much more robust and straightforward. Technically, the improvements to the tendering process are extremely positive. By re-tendering the existing home care work under revised specifications externally and internally the Department is aiming to:

- Retain current independent sector home care providers
- Attract new providers into Warwickshire
- Secure better leverage over performance against contracts with new contract conditions
- Streamline the allocation and delivery of work to ensure the most rural areas secure access to a home care service that is currently not available
- Optimise the value for money from the re-tendered contracts without losing suppliers.
- Stimulate and thereby improve the management of the market enabling the provision of low level work across a broader population
- Encourage new providers to cater for people with lower level needs
- Respond to the increasing demands of hospital discharges for intensive packages of care.

## **6.8 Developments on Home Care in Comparator Authorities**

6.8.1 ***Recruitment and retention*** - Other shire authorities are facing similar challenges to Warwickshire in the recruitment of care staff. All authorities are maintaining high profile recruitment campaigns. Enhancing pay, creating more opportunities for job satisfaction and vocational training opportunities as well as introducing flexible arrangements for care staff are integral to most authority approaches. Wiltshire has dispensed with the normal process of recruitment and following a telephone discussion with a prospective care worker the enquirer is usually offered an interview. Application forms are

completed in parallel to the interview. If successful, candidates are offered mileage allowances, travel time and a final salary pension scheme.

- 6.8.2 **Pricing and Provision** – Most shire authorities who responded to our questionnaire are re-tendering services to secure care provision from independent sector providers on a block contract basis. Meeting the needs of rural and hard to serve areas and actively managing the market are key issues. Staffordshire recently re-tendered and achieved a satisfactory balance between diversity and control. Leicestershire has placed approximately 85% of its home care provision with the independent sector and is awaiting the results of a re-tendering exercise. Nottinghamshire has moved from a largely call off contract arrangement towards majority block contracting combining small local providers, medium sized businesses and large enterprises. Bedfordshire plan to provide incentives to the independent sector with a quality premium payment and Hampshire has developed a specialist dementia service.
- 6.8.3 None of the developments identified suggest that Warwickshire is out of step with current home care developments. In fact the SSDs strategic approach and remodelling of home care arrangements both for in house and external provision is ambitious, coherent and well co-ordinated by comparison.
- 6.8.4 To ensure people can access the right level of service in ways that meet their needs, many local authorities are actively developing direct payment schemes to promote choice and independence. New technology provides many opportunities to extend the availability of direct payments through the use of things such as charge cards to enable people to purchase services directly. Kent County Council, Manchester City Council and Lambeth are all points of reference for better practice in this area.

## **Recommendations**

- 20 ***Warwickshire's plans to improve its home-care services are ambitious and could significantly modernise the service, making it more fit for purpose and future development. The developments within home care require an integrated project team approach inclusive of all support services. The complexity of interdependencies and financial risk involved in such a process needs to be carefully project-managed.***
- 21 ***The Department should, as a priority build a commissioning framework to appraise the activity and resources issues against indicators of need for home care. Without this the strategic movement of resources towards a more community based model will be much less visible and the value added of the approach difficult to appraise.***
- 22 ***Future social care services should be developed sensitively around the individual needs of service users and their carers using innovative approaches through the direct payments schemes. This too will require active support from key central services including finance and IMT.***

## **6.9 Charging for Non-residential Adult Social Care Services**

(A full report is available in Attachment 3.)

- 6.9.1 Charges for residential care are largely fixed, with very little general discretion. For non – residential care, local authorities are empowered to charge for services that they deliver under Section 17 of the Health and Social Services and Social Security Adjudications Act 1983, and Statutory Guidance “Fairer Charging Policies for Home Care and other non-residential Social Services” usually referred to as the “Fairer Charging Guidance”.
- 6.9.2 A few Local Authorities have decided not to charge service users for home care at all with a belief that it is unfair to ask old or disabled people to pay for services they need because of their age or disability and or the cost of assessing and collecting the charges is seen as disproportionate to the amount that can reasonably be collected. Most though, collect a charge, with the belief that:
- Service users who can afford the support should contribute towards the cost.
  - The income from charges can be used to deliver additional services.
  - If a charge is collected, it is comparatively easy and cost effective to also check whether service users benefits entitlement and support additional claims where appropriate, thereby aiding the service user, their Authority and the local economy
- 6.9.3 Warwickshire’s present charging policy has evolved without comprehensive consideration over a long period. Compared with other local authorities, Warwickshire has a low charge for people receiving low levels of service, but a high charge for people with both higher levels of service and higher levels of income and capital. Charging issues are not only important and complex, but also affect a very large number of people.
- 6.9.4 The SSD undertook extensive consultation with existing service users prior to local implementation of the “fairer charging guidance”, and the results of this were presented to Members. The underlying charging policy remained substantially unchanged as a result of consultation excepting the inclusion of the means test required by the new guidance.
- 6.9.5 Warwickshire charges a different rate for people who are receiving planned respite care (same amount as they would normally pay for home care, plus £3.64 a day for food) and people who are temporarily in residential care who are charged the maximum amount permissible under CRAG. It is understood the reasons for this are largely historical.
- 6.9.6 Warwickshire does not charge carers, consistent with the majority (79 %) of Authorities in a recent survey by Age Concern. A recent informal survey of carer development officers in 37 Authorities reported that 36 did not charge, although two were considering it.

6.9.7 Warwickshire's position on charging for home care is over complex and confusing to the users, namely:

- there is no standard hourly rate
- there are uneven rates for two hourly bands
- the rates for enhanced hours are different depending on the number of hours received in total.
- the extra cost for each two hours is £4.64 for the first 2 hours, but £13.00 for every 2 hours above 14. This means that users receiving high levels of home care, who can afford it, not only pay extra because they are receiving more care, but also pay extra because the cost per hour increases.

6.9.8 The national Age Concern survey showed that the average hourly charge for home care was £9. Warwickshire uses a variable banded policy, and there is no directly comparable single rate per hour. The hourly rate is in the range of £2.32 to £6.50 an hour, and the average hourly rate for 2003/4 (calculated by the number of people in each band) was between £3.50 and £4.00 an hour. This places Warwickshire at the lowest end of charging against comparator Authorities.

6.9.9 The Age Concern survey showed that the average hourly charge for day care was £2.20. Warwickshire's charge for the same period was £2 per day or part day, which is very close to the average, but the range of charges is quite marked. 26 (30%) of Authorities reported that they charge separately for transport to day care. The charge varied between 25p and £2.50, with an average of £1.20. Warwickshire charges £1 a journey.

6.9.10 The Age Concern survey found that nearly 90% of Authorities reported using the fairer charging policy for Supporting People (SP) services. Warwickshire does not use the fairer charging policy for SP.

6.9.11 The Age Concern survey found that there was a range in the maximum amount that any service user is ever required to pay that was between £2 and £400. Warwickshire's figure at the same date was £312. This is within the top range of the comparator figures.

## **Recommendations**

**23     *The Council cannot leave the charging policy as it is to date. Not only is the policy complex and difficult to understand for service users, but the costs of administering the scheme are very significant. The Council will need to consider a range of policy issues in reaching a decision about how and what to charge (see the separate report on charging commissioned for this review – Report 3). In reviewing the changes to the policy members should give serious and active consideration as to whether or not to make any charges for a range of services. The services may need to be reconfigured around those people with the greatest needs***



- 24     *A fundamental review of charging should include widespread consultation on the principles to be applied, and include a comparison with charges for other services provided to older people by the County Council. The charging policy needs to be consistent for all user groups.***

## **6.10 Direct Payments**

6.10.1 Local authorities have a duty to offer eligible people direct payments – money to purchase care – in lieu of other services provided by the statutory and voluntary agencies. Direct payments can be a means to flexible and individualised care hitherto they have been used primarily by people under 65 with a disability to help meet their care needs.

6.10.2 A number of Councils including Manchester City Council are now using direct payments to support older people in the community. There are still a number of issues surrounding the use of direct payments that are being developed nationally ensuring safeguards are in place to protect those making direct payments, those using them to procure support in the home and those being employed as a result of them. Nevertheless, they continue to offer a fast and flexible approach to the development of a person-centred care and a preferred model for service delivery at the national level. We believe that Warwickshire County Council should consider the use more widely to support older people.

## **Recommendation**

- 25     *The Council should introduce imaginative approaches to Direct Payments to increase the opportunity for choice across a broader range of elders.***

## **7. WARWICKSHIRE COUNTY COUNCIL CONTEXT**

7.1 Good inter department working within the Council is the foundation for coherent joint developments on service developments for older people and an area considered as a significant part of the review.

7.2 There are a number of well recognised key issues that the County Council faces during the next six months that will have a potentially significant impact on the implementation of the proposed recommendations from this review, namely:

- a general election in May 2005
- a change of membership leadership within the council
- the retirement of the current Chief Executive in July 2005
- The uncertainty of local government structural reform is likely to continue for longer than originally anticipated whereas health changes will be imminent after May for PCTs and SHAs if the current government is re-elected

- the Adult Green paper – published for consultation on 21 March 2005 that will inevitably require the development of adult services to match the pace of development within Children's services following the election and will require new approaches to service delivery.
- Warwickshire is recognised as an excellent authority and to maintain and improve this status key improvements are required in SSD particularly in respect of the Adult Supporting People Programme.

7.3 All of the above issues present leadership challenges for the incumbent officers, members and partners across Warwickshire. Maintaining the continuity of service and developing the future agenda for Adult services will require a cohesive and well developed strategic plan linked to the WCC corporate business plan objectives, with strong leadership to attain the desired results. Support from members to champion these developments with the proximity to cement relationships between community players should not be underestimated.

7.4 Given the need to shape Adult Services in line with Children's Services and maintain and improve the Council's 'excellent' rating, the review presents an opportunity for WCC to accelerate the implementation of key improvements in line with the consultation period of the Green Paper. The Member Reference group and Social Care Welfare and Scrutiny committee endorsed this position.

## **7.5 Culture of Continuous Improvement**

7.5.1 A whole Council approach is required to deliver the joined-up series required to deliver the aspirations of the Green Paper. There also needs to be a balance between the management of risks and the required governance arrangements and central controls. The levels of staff confidence are low in adopting or seeking to adopt new approaches and challenge existing practices. As a result enhanced performance is impeded.

7.5.2 The level of joint arrangements between departments needs to be significantly improved. Links are made in some areas but these do not adequately advance the strategic thinking or planning against WCC key priorities. Moreover they need to be communicated effectively to more junior officers.

7.5.3 We highlighted a number of important issues that the SSD must tackle to improve services. But departmental success is contingent on corporate support on some of these key issues, such as sickness absence. Also, more focussed corporate support is crucial if the Council is to deliver ground-breaking schemes.

7.5.4 An example of this would be that the level of learning from development work in Alcester with Meadowview has been low. As a result the development of Mancetter in the North of the County that is aiming to deliver a similar innovative approach is beset by many of the same frustrations.

7.5.5 An integrated project team approach is required to ensure delivery of the core objective is not hampered. In addition, an integrated 'can do' approach from

support services where individuals are more openly held to account by the customers (services) for the quality and timeliness of their interventions would also enhance progress within Departments. A high level of visibility and back up from corporate teams with a longer term emphasis on modernisation, continuous improvement and/or implementation of new projects should also be considered.

- 7.5.6 The centre also needs to be able to hold SSD to account and to prompt continuous improvement. The availability and accessibility to information to inform decision making against comparator authorities could be used more effectively to support this approach. The corporate teams need to carry out more external horizon scanning in order to support the direction of new developments and learn from better practices in a wider range of authorities.
- 7.5.7 The corporate culture also needs to foster an environment where continuous improvement and challenge of existing practices is promoted actively as the norm.

### **Recommendations**

- 26    *Appropriate levels of risk assessment and corporate support are required in order to foster a culture of continuous improvement; willingness to adopt new approaches and challenge existing practices.***
- 27    *The level of joint arrangements between departments to deliver older people's initiative need to be clarified and made explicit as a priority for the whole council.***
- 28    *Highly successful models of best practice and innovative service development within the Council need to be evaluated and the learning from them captured so that it can be replicated. This is particularly important for the Mancetter development.***
- 29    *Corporately more external horizon scanning is required in order to stimulate and support SSD in challenging existing practices and create an environment where continuous improvement is the norm.***

### **7.6    Corporate staff development**

- 7.6.1 Corporate teams need to support the principles and practices outlined above of better joined up working across WCC and support staff to develop new competencies and skills on user engagement, project delivery and working outside their professional remit. The critical thinking and resource investigator skills will be an increasingly important component of support to teams in order to foster a culture of innovation.
- 7.6.2 The modernisation projects will require dedicated support services and leadership from within WCC and SSD to lead and co-ordinate on both the corporate and SSD requirements. Innovation, leadership and business management skills will be required to ensure an effective outcome.

- 7.6.3 The scrutiny process needs to create a more challenging environment where officers and members are informed by best practice elsewhere.
- 7.6.4 WCC could look towards local authorities that have received large regeneration settlements. In these situations corporate support teams are essential to the delivery of the projects and where large sums of money are involved.

## **Recommendations**

- 30 *Identify corporate business support for major modernisation projects and ensure that there are officers from the centre allocated to key projects who are held to account for helping deliver successful outcomes.***

## **7.7 Officer Member Leadership**

- 7.7.1 *Independence, Wellbeing and Choice* (the Adults' Green Paper) recommends the appointment of a Director of Adult Social Services (DASS) to provide leadership for social care services and the wide social inclusion and wellbeing agenda. This parallels the required changes and the Children's Act 2004 to create a Director of Children's Services. There is the option of making this a joint appointment with the PCT(s).
- 7.7.2 In addition to providing leadership on service development and delivery this post will also be charged with the development of services to provide well-being, social inclusion and choice for service-users and their carers. The DASS will also be responsible for leading and developing partnership working. There is flexibility within the guidance to develop the role of DASS to fit local requirements. We strongly recommend that this new role is given equal corporate status with the Director of Children's services given that there is a shared responsibility with the NHS particularly to meet the needs of older people. We strongly recommend that this post is a joint appointment with the PCTs.
- 7.7.3 The new Green Paper also proposes a single elected member is appointed as lead member for Adult Social Services with full political accountability and decision-making powers.
- 7.7.4 We believe however, that in the short term and possibly after the creation of the new portfolio holder for adults' services, that an Older People's Champion is required. He or she can be an ambassador within and beyond the County Council. This elected member would be separate from the portfolio holder (who carries such wide range of responsibilities).
- 7.7.5 The Older People's Champion needs to be able to operate cross party and work collaboratively with partners. He or she would provide strong leadership and profile older people's issues ensuring they are treated as a priority within the Council and champion their involvement in service development.

## **Recommendations**

- 31** *Warwickshire County Council and the PCTs should jointly appoint a Director of Adults Services to lead and develop Adult Social Care Services and the social inclusion and wellbeing agenda in Warwickshire. (The Strategic Health Authority should be asked to identify a lead PCT to make this arrangement workable).*
- 32** *Identify an Older People's Champion from among the elected members who in the short-term can strongly represent older people internally and externally. The Council may wish to keep this role alongside the appointment of a portfolio holder for Adult Social Services, as recommended by the Green Paper.*

## **8. WORKING COLLABORATIVELY WITH PARTNERS**

- 8.1** Fundamentally, the review requires partners to commit to a set of shared values and principles. These principles and values need to recognise the value, contribution and choice that older people as equal citizens exercise within our society thereby promoting a coherent organisational approach to the planning, commissioning and development of services now and in the future.
- 8.2** Significant work is already underway in Warwickshire to respond to these new policy challenges. The review has sought to build on these positive developments where we have come across them. Community consultation mechanisms are important in ensuring the audiences contributing to formulating policy and planning decisions is sustainable, reaching the most local audience possible. Our findings have been informed by:
- Supporting people developments
  - Warwickshire's Policy for Older People Forums and Steering Group (see External Evaluation report)
  - Lifelong learning strategy
  - Improved customer access – Vintage, Utopia, silver surfers, libraries and social services call centre approaches
  - Pensions Service – Link Age developments
  - District Council activities – Warwick District Council integration with Warwickshire CC in public access to information.

Examples of the joint projects already in progress are listed in paragraphs 8.7

- 8.3** In order to appropriately set up the implementation phase of the strategic review, key partners will need to continue to be engaged and firm commitments will need to be established both financially and managerially for the full potential of the recommendations to be achieved. The engagement of the voluntary and community sector in supporting the plans will be crucial and should be informed by the partners event in May 2005. Ongoing dialogue is required with District and Borough Councils to ensure the review keeps up to date with local developments and initiatives.

## **Recommendations**

- 33    *Local community consultation mechanisms need to be enhanced and sustained. The Older People's Steering Group and District Forums need to give consideration to how this can be achieved including how agencies communicate and organise events to support and address needs that have been voiced, needs to be discussed and agreed across agencies***
- 34    *Agree with Nuneaton and Bedworth Borough Council how a similar exercise can provide information on older people within local communities equivalent to parishes***
- 35    *The survey of Parishes should be made available to District and Borough Councils other key partners and distributed to the Older People's Steering group for agreement and follow up of the information.***
- 36    *Determine enhancements to sustainable community consultation mechanisms through the District and Borough forums and the Older People's Steering Group and agree how common interest older People events are organised across Warwickshire.***

## **8.4    Health Agencies**

- 8.4.1 The PCTs and the SHAs have only just become established following re-organisation of Health Authorities in April 2002 and now further potential changes in structures for local health bodies are imminent with a range of mergers to occur if the current government is re-elected. These will include the changing scope and function of the SHA and a potential increase in the number of NHS Foundation Trusts.
- 8.4.2 NHS foundation trusts are independent public benefit corporations modelled on co-operative and mutual traditions. The foundation trusts aim to build on greater public involvement and local ownership of health bodies. South Warwickshire General is currently seeking Foundation Status. Work is already underway to reconfigure mental health hospital provision.
- 8.4.3 With three Primary Care Trusts and boundaries with a number of other authorities, Warwickshire's position highlights significant complexities in the commissioning and development of common purpose arrangements for one of the largest client groups in the County. WCC, the PCTs and the SSD are however, reasonably clear about the commissioning priorities and joint developments required for the older population of Warwickshire.
- 8.4.4 Acute trust pressures are ever more apparent, with the levels of emergency admissions rising and elective care timetables reducing, community provision to address the needs of an increasingly older population are essential to delivering and supporting an appropriate and 'whole' care package when leaving hospital. St Cross, George Eliot and South Warwickshire General are integral to the formulation of any developments for older people.

8.4.5 Locally, all three PCTs are already evaluating the options to move towards more co-joint commissioning arrangements for mental health and learning disability services with social services. It is envisaged that the development of a joint health and social care commissioning unit under the governance of a section 31 pooled budget arrangements will:

- optimise the use of the resources all parties contribute
- provide a coherent set of commissioning priorities and management arrangements to current and future providers
- set up a consistent pricing strategy agreed across health and social care
- discuss the options of introducing locality budget commissioning by GPs
- increasingly focus PCT services at a community level

## **8.5 Community and Voluntary Sector Organisations**

8.5.1 Following a Treasury cross cutting review in October 2002 the Government issued guidance on the circumstances in which the Voluntary and Community Sector might be best placed to deliver services and how it might become more involved in the County's service planning process. The Office of the Deputy Prime Minister (ODPM) introduced *'Think Smart, Think Voluntary Sector'* in June 2004 that prompted local government to consider opening supply opportunities to all, regardless of their status and building effective and mutually rewarding procurement techniques within a ten year strategy.

8.5.2 Corporately Warwickshire County Council (WCC) aims to develop a more considered approach to how it should support the infrastructure and capacity of the Voluntary and Community Sector. In November 2002, the Corporate Performance Assessment (CPA) identified an uneven relationship between the County Council and the Community and Voluntary Sector and Warwickshire's CPA action plan required the relationship to be strengthened. During 2004 social services developed an audit to review its working relationships with the community and voluntary sector and assess how the sector can become more effectively involved in contributing to and supporting the development of service planning issues against the departmental service priorities. Corporately a key development is a regular forum for discussion with some members of the community and voluntary sector.

8.5.3 Involvement of the community and voluntary organisations as part of the supporting infra-structure to older people has been a key priority for the review. Their views, ideas and services make an increasingly important contribution to the preventative and well being agenda. An existing review with the organisations that contract with the SSD has also enabled significant intelligence to be gathered about their future requirements to sustain and enhance their involvement with WCC. A key partner event with the community and voluntary sector is planned in mid May 2005.

## 8.6 District Councils

8.6.1 The District Councils links with the County in the development and maintenance of good access to information and services is vital in ensuring strategic developments are complimentary between the two tiers of government. Common principles and priorities have been identified during the course of the review that will support a co-joint approach. Examples of developments include:

- North of the County ongoing involvement with the District and Borough Councils over partnered development priorities including Mancetter, Supporting People and Extra Care Housing.
- Warwick District is working closely with WCC Libraries service to set up co-joint information and advice desks in Kenilworth and Leamington
- Stratford District Council continues to support 'Safety in Warwickshire Opportunities for Older People' (SWOOP) in collaboration with other partners
- Rugby PCT is to open a walk in centre later in the year that offers opportunities for a community approach with a range of agencies

8.6.2 Nevertheless, relationships between the County and District Councils vary from district to district and according to the issues and can become strained very easily. This weakens the opportunity for consistent and robust partnerships across all districts.

8.6.3 The review has initiated holistic projects and programmes with partners that will require continued support. These projects have been based on good work already underway for example through the existing District and Borough forums and the Older People's Steering group developments led by PTES.

8.6.4 More support to the structures and forums that already exist would not only improve connections between agencies and with older people themselves but should also be the stimulus for current and future service improvements. We have already recommended that this work should be mainstreamed.

8.6.5 The **Well Being** of the older population can only be improved through adopting a broad citizen-based approach to identify the key preventative services and improvement areas for WCC. These preventative services can only be delivered in partnership.

8.6.6 There remains a requirement for a sustainable approach to reaching and consulting with citizens who are from Black and Ethnic Minority (BME) Groups and people in harder to reach circumstances and locations. Although some work has been explored in these areas it remains a high priority in the next stage of the review through implementation.

## 8.7 Well Being Progress and projects initiated during the review

8.7.1 The review to date has been unable to consider all the key components of the work streams illustrated in Appendix 4a. However, the following projects have been established with key partners during the progress of the review to help



inform our recommendations. These projects and programmes have built on established links with partners and work is initiated. The projects need to be overseen by the new Adults' Board.

- **Income** – the Link Age initiatives to encourage local authorities to improve their co-ordination of financial and service assessments with other agencies stimulated the discussions with the Pensions Service. As a result five pilot initiatives are set up, targeted at a range of older people with specific and generic needs. For example, SSD and the Pensions Service are working with Rugby PCT to try and ensure people with a progressive illness (in this case we have targeted people with Parkinson's Disease) to receive enhanced benefits when they need it rather than retrospectively. Collaboration between the Pensions Service, Rugby PCT, Social Services and the Parkinson's disease Society will enable the progress and effectiveness of this scheme to be monitored and reviewed prior to roll out to the other two PCT localities. The other four pilot briefs are available upon request. To promote the approach a partnership workshop on income related matters will be held during the beginning of April.
- **Housing** –the review is working to stimulate developments on Extra Care Housing through the Supporting People Forums with, working towards a sustainable, flexible approach to defining home-based support services and moving away from the management of dependency. Modelling extra care needs to be based on a spectrum of provision-from an asset-based resource on the one hand to more community based resource models catering for all types of housing occupation. In conjunction with all key partners in particular the District Councils the development of these arrangements could provide a significant change in the balance between community based and residentially based support services for older people.
- **Lifelong Learning** – One of the key indicators of people remaining well for longer is mental stimulation and learning. Providing a range of settings and opportunities for people to access learning opportunities is important for social inclusion as well as mental stimulation. The parish survey illustrates some of the activities that are already provided locally but could easily be stimulated in other areas at little cost. The role of the voluntary and community sector is important in this area, as are the links with the Education service and the use of schools. Libraries, where there are over 2 million visitors, also offer the opportunity to integrate, publicise and improve access to a range of information from other agencies. For example, providing blood pressure clinics, flu jab stations, cholesterol monitoring, energy and safety demonstrations. Mobile libraries also provide the ideal opportunity to target information to harder to reach communities and promote social inclusion for example a pilot project with WEEAC on energy efficiency and warmth information and advice is currently being set up with the mobile library service.
- **Information and Communication** – Services to all people in Warwickshire, including older people, could be improved through further developments on call centres and common information centres. Pilot developments in Kenilworth between the Library Service and Warwick District Council are helpful in initiating a common approach to information access. However, a WCC contact centre catering for a generic enquiry

service supported by departmental advisors could have significant savings opportunities. As well as bringing service benefits as demonstrated by developments at Liverpool City Council and Sussex County Council which operates (in partnership with its districts) a Distributed Hub model. There is also a significant opportunity to determine the agency (ies) best placed to lead and provide cost effective information based solutions to the public which may not always be the County Council. There is also the potential to consider a private or voluntary sector partner to lead on this.

- **Access to SSD Information** Working with the Pensions Agency one of the pilot projects from the review will develop a common directory for use by agencies other than SSD on SSD matters. Equipped with screening tools used by SSD, the Pensions Service will be able to more appropriately signpost the public to alternative service providers and determine the eligibility for an assessment more quickly. This approach would help reduce the average number of contacts the public has with organisations to obtain information and potentially reduce the number of screenings and assessments that Social Services currently undertake.
- **Multi-Agency review Checklist.** Working with the Pensions Service, Warwickshire Energy Efficiency Advice Centre, the Fire Service and Social Services, the agencies are developing an initial screening checklist available to all members of staff within each agency to act as the eyes and ears of the agencies listed. Simply put, this arrangement already tried and tested in as part of their Local Public Service Agreement Hereford County Council who have established a single referral sheet used by a number of agencies that allows staff to check a wide range of needs in a single visit/phone call.
- **Telecare** – The Preventative Technologies Grant will come to WCC in 2006. In planning for the use of this grant need to agree where our efforts are best invested to optimum effect. Other authorities have few plans for investment as yet. The concern is that this grant is not ring fenced. The grant needs to support independent living options. For example Staffordshire offer a daytime service aimed at users with re-ablement and disability service needs and have set up an Assistive technology Steering Group to work with their eight district councils.
- **Healthy Lifestyles** - Targeting areas and key issues across Warwickshire exploring the use of the non-statutory sector. This approach fits with the requirement to explore and develop WCCs relationship with the Community and Voluntary Sector
- **Pooled budgets** are under already under more significant consideration particularly in respect of SSD joint commissioning for mental health and learning disability services with health colleagues. Proposals will be firmed up by June 2005 in respect of next steps.

## **Recommendations**

- 37** *As part of the ongoing programme of work continue to place a significant emphasis on the well-being of older people, particularly BME and hard to reach groups.*
- 38** *Decide how the above modernisation, projects and programmes can be progressed. Agree the priority areas for continued development and share the rationale within WCC and with partners.*
- 39** *Promote and develop joined-up working on a range of initiatives that support the older people's well being agenda.*
- 40** *Appraise the lessons learned from the Vintage and Utopia projects and determine how assistive technology can be mainstreamed as part of the well being agenda.*
- 41** *Develop and nurture the projects established during the review under the new Adult Board.*

## **9. ACTION TO DRIVE CHANGE**

- 9.1** The above modernisation projects will lead to be developed in partnership. Essentially, however, they are issue-specific and can be delivered through a cross-agency approach within existing service structures.
- 9.2** The future for Adult Care, however, suggests more radical and innovative approaches to service delivery through new forms of organisational structure, such as Care Trusts. The County Council is about to enter a period of uncertainty in respect of planning and decision making. The review believes that the best way to model future developments for older people's Services with partner agencies is to initiate some action projects. The projects could focus on agreed priorities and accelerate the services developments meet to required needs. These change projects would need inter-agency collaboration and user involvement. They should:
- Take account of the current gaps in need and service
  - Pilot new approaches with a locality and community focus including single assessment
  - Develop the projects under the appropriate governance arrangements of jointly commissioned services – using section 31 where appropriate
  - Ring-fence resource commitments from agencies for the duration of the developments
  - Be radical and risk taking looking to co-locate staff and integrate as far as possible service provision
  - Accelerate learning from the pilots
  - Inform the future joint development opportunities.
- 9.3** The action projects will require clear leadership, dedicated project management resources and corporate backing during a period of major

change. The project funding would need to be resourced from a variety of sources and could include:

- Existing budget contributions – pooled under Section 31 arrangements
- WCC Modernisation money
- Commercial sector contributions
- Unexploited grants for example via the Community and Voluntary sector involvement
- New money for example the Partnerships for Older people Projects (POPP) grants

9.4 The review proposes that action projects are developed on an Integrated Project Team (IPT) basis and that their funding is ring fenced by the contributing agencies for the duration of the pilot programmes. The programme of projects should inform the decisions on Adult Services jointly commissioned older people's services and the structures required to support these. In particular in the South of the County there are opportunities offered by the 'Foundation Health Economy Project with South Warwickshire PCT to drive radical change and development.

9.5 The review sees the involvement of the partner agencies and particularly the Community and Voluntary sector as crucial to shaping future proposals for older people's services.

9.6 The action projects should be designed to pilot more radical solutions to those currently in existence across Warwickshire and will require corporate and SSD leadership support to ensure the pilots remain on track and complete embedded evaluation throughout the process to demonstrate the relative success of the pilots. In addition, documented learning to understand what works well, and why will be important. The members of the action pilots will need to be able to focus on delivery and the people required to drive this process will possess the following skills, experience and behaviours:

- Leadership
- Change management
- Business orientation
- Good interpersonal skills
- Strong abilities to work in partnership
- Good communication
- Creative

9.7 The following action projects have been canvassed with the relevant partners and have outline support

**a) Shipston-South Warwickshire**

- Development of an integrated Community Team for Older People's Services
- Targeting those people who are on the cusp of entry to residential or nursing care

- Targeting those people who are at a higher than average risk of losing their well being either because of their health, housing, social circumstances
- Links closely to the development of the Intermediate Care Services
- Builds on the philosophy of short term home care responses from internal home care through SSD
- Co-locates core staff group
- Works to integrate current roles especially across health and social care
- Equips staff to develop into new roles and multi task
- Integrated involvement of the GPs
- Provision of an outreach service
- Works at a local community level
- Develop a joint budget to fund the initiative – ring fenced and underpinned by the appropriate governance arrangements between SWPCT/(SWG) and WSSD

There is also a strategic agreement to develop work for Asian elders in the Leamington Old town, building on the work of the Brunswick Healthy Living Centre development.

#### **b) Mancetter – North Warwickshire**

- In line with proposed developments support the development of integrated teams across the locality
- Shape and implement the proposals to support the models of extra care
- Target those people who are on the cusp of entry into residential care or at higher than average risk of losing their independence
- Work towards a primary care access centre model that is inclusive of other agencies and provides a flexible response to meeting community needs through the available facilities
- Develop a joint budget to fund the initiative – ring fenced and underpinned by the appropriate governance arrangements between NWPCT/GEH and WSSD

#### **c) Developing Extra Care model(s) in the three PCT areas**

Removing the need for Residential Care and or providing the options to remain independent in a current or different setting

- Use better practice authority developments to inform initial discussions about alternatives to residential care
- Develop models for a spectrum of support on an extra care basis including outreach facilities
- Look at the Swedish model of integrated access to health and social care needs within standard housing environment
- Propose funded support structures that would enable the creation of such schemes
- Use the development of Mancetter to shape the possibilities of integrated health and social care options for life.

**d) Develop Unscheduled Care and Access Centres to meet a range of local community needs in the three PCT areas.**

- Research by locality the type of health and social care provision that could be provided to suit a range of needs
- Use the resources flexibly – promoting the preventative and well being agenda to the prevalent needs of the population
- Allow GPs access to treat minor conditions
- Use as basis for physical rehabilitation for chronic conditions
- Act as a meeting place to promote a range of social inclusion activities with multi purpose focus
- Use as a training and resource centre for people in the local communities
- Use the local community to drive and influence the provision
- Move towards self managed communities on the health and well being agenda.
- Act as a referral centre to access/accelerate to other services.

**e) Development of Integrated Discharge Teams**

At both George Eliot Hospital and South Warwickshire General Hospital develop improvements to the discharge process, monitoring and review of information and the initial referral process to improve the quality of referrals and make efficiency gains to social worker time of up to 40%

**f) Rugby initiatives to include:**

- **Extra Care Housing** – homecare teams to provide 24 hour support to a group of sheltered homes i.e. Albert Square, Leslie Soutar House. Proposals in principle are agreed between SSD and housing for Albert Square. Redesign rather than additional resources is required but this development needs to feed into the Warwickshire wide supporting people-extra care developments
- **Self Care** – resource centres manned by volunteers from the voluntary sector to support people accessing information from the Internet, guiding them to appropriate leaflets/videos etc. The service could be based in the new Rugby Walk-in Centre due to open later this year.
- **Integrated Community Service and single point of access** to prevent hospital admissions Development of an Integrated Community Service providing a single point of access to a comprehensive assessment and provision of a person-centred service based on an individual's needs.
  - Builds on current services within health and social care and focuses on redesign to ensure full integration and flexibility of resources to ensure: -
  - People are able to remain in the community for longer
  - Independent living skills are maximised
  - A reduction in dependency on core services
  - Avoidance of inappropriate hospital admission
  - Avoidance of premature long-term placements
  - Timely hospital discharge is facilitated

- This modernisation project has strategic support from Rugby Primary Care Trust, Warwickshire Social Services, Hospital of St Cross and Coventry & Warwickshire Ambulance Trust
- Links closely and supports other local initiatives including the service redesign at St Cross Hospital, the Primary Care Walk-in Centre and the introduction of Community Matrons.
- **Case management**; links with community matrons and the introduction of case managers to support people complex needs in the community.
- **Intermediate Care**; Investment to develop Abbotsbury into an Intermediate Care resource centre including a base for the team (could also include an extra care housing team), day care/rehabilitation, 24hour care including
  - Healthy communities collaborative
  - Modelling a falls prevention programme
  - Promoting nutrition in older people

### ***Recommendations***

- 42     *Use the action projects to accelerate the development of services for older people with partners across Warwickshire.***

## **10. FOLLOW-UP**

10. It is strongly recommended that the findings of this review are given active consideration by the Chief Officer's team and members. We recommend that we meet with officers and members in eight months to follow up on progress and prospects as a result of the review and its findings.

### ***Recommendations***

- 43     *We recommend that there is a follow up to this report that looks at progress on its findings and recommendations in eight months' time.***

**Dame Yve Buckland**  
**Independent Chair of the Review**

**Kate Woolley**  
**Project Manager**

**April 2005**