

Health and Adult Social Care Select Committee
15 November 2018
The Adult Social Care Improvement Programme – beyond 100 days
Report by Executive Director Children, Adults, Families, Health and Education and Director of Adults' Services (Interim)

Summary

In May 2018 a Local Government Association (LGA) Peer Challenge of Adult Services, highlighted significant areas of development to ensure West Sussex County Council achieved Care Act compliant, sustainable adult services. The County Council accepted this report. The immediate response was the implementation of an internal 100 day plan, to address the most urgent issues and undertake some planning for a longer-term programme of change. This 100 day plan ran from July 2018 to October 2018, providing pace and momentum. It made significant progress in a number of areas, with some of this work still continuing beyond the 100 day period.

To address the wider fundamental issues identified in the Peer Challenge there is a need to put in place a longer-term structured programme of improvement, underpinned by a vision and strategy.

This report outlines the findings of the Peer Challenge and the progress of the 100 day plan. It sets out the framework for the vision and strategy and accompanying three year programme and invites the Committee to comment on a draft version of the vision and strategy in advance of a key decision to endorse this.

Focus for Scrutiny

The Health and Adult Social Care Select Committee (HASC) is asked to consider and comment on the details of the report regarding the 100 day programme following the LGA Peer Challenge in Adults Services, in particular the proposed plan for the three year improvement programme and draft vision and strategy for adult social care taking into account the range of other Council change projects which may need to be aligned with the project plans, and the likely requirements for closer working with Health'.

The HASC is also invited to consider whether it wishes to receive progress of the development of the three improvement programme, vision and strategy for adult social care at a future meeting and if so, agree an appropriate timescale.

Proposal

1. Background and Context

1.1 The purpose of this report is to:

- Set out the progress and improvements made as part of the 100 day plan for adult social care
- Set out the framework for the vision and strategy for adult social care
- Set out the proposed three year improvement programme for adult social care, underpinned by the vision and strategy

1.2 This report is accompanied by:

- A presentation that provides detail of the outcomes for the first 100 days and the outline structure for a three year adult services improvement programme (appendix one)
- The draft vision and strategy for comments (appendix two)

1.3 The LGA Adult Social Care Peer Challenge (May 2018) highlighted key areas for improvement that are fundamental to the County Council achieving Care Act compliant, sustainable services that meet the future financial and demographic challenges. In summary this work recommended:

- Embracing and embedding co-production and a strengths based approach that promotes independence.
- Achieving consistency in leadership, communication and practice.
- Commissioning for outcomes, reducing dependency on traditional care and developing an asset-based approach.
- Looking outwards, developing partnerships and integrating with health.
- Reviewing the customer journey in particular with relation to safeguarding, customers in hospital and new customers coming through the contact centre.
- Addressing immediate and urgent issues through a 100 day plan and developing principles of co-production.

1.4 The County Council has fully embraced the recommendations of the Peer Challenge. A 100 day programme, focusing on six projects, ran from July until October 2018.

The 100 Day Plan

1.5 The 100 day plan was managed using a project and programme management approach. Six projects were developed: safeguarding, backlog and access, practice, performance and systems, leadership and culture and longer-term transformation. Managers and practitioners across the service, supported by Price Waterhouse Coopers (PwC), undertook specific pieces of work to address the immediate and urgent issues identified in the Peer Challenge. Some of this work is still in progress and is continuing beyond the 100 days, however overall the projects delivered a number of tangible changes, which will impact positively on customers and staff, including:

- A focused training plan for social care staff addressing some of the key gaps identified in the Peer Challenge
- The introduction of a managed service to reduce the backlog of assessments, bringing in additional front-facing capacity to make a real difference to customers waiting for support.

- The introduction of a new quality pathway for safeguarding, a system change that increased Care Act compliance and enabled a better 'grip' on management of safeguarding.
- The development of four SAFE indicators to provide a proxy for performance and an improved performance suite to enable visibility of the issues.
- The recruitment of an interim Service Improvement Team to provide capacity to lead service improvement going forward, and a new permanent Director of Adult Social Services.

Next Steps

1.6 Building on the success of the first 100 days, there is an appetite to continue at pace and implement a three year improvement programme. This programme will absorb residual project work from the 100 day work-streams with a longer-term strategic focus and clearly defined stages to achieve a step change towards improvement.

2. Proposal

2.1 The proposal is that a three year improvement programme is established. It will need to be underpinned by a clear vision that sets out an ambition for our citizens and customers. This vision will guide the design and implementation of the programme and provide a frame of reference at key review points through the programme.

The Vision and Strategy

2.2 The vision and strategy (appendix two) sets out the ambition for West Sussex to continue to be a great place to grow older and an inclusive place for all adults with disabilities, mental health issues and their carers throughout their life journey. To support this goal, within the context of an ageing population and a challenging financial position; adult services needs to change.

2.3 This vision and strategy builds on the work that has already taken place to shape future services in West Sussex. It sets out an ambitious set of priorities for the next three years:

- Implementation of a community-led model of support;
- Maximising independence for older people, people with physical and sensory disabilities and those with mental health issues; and
- Working towards the Care Act requirement to achieve health and social care integration by 2020¹.

2.4 The underpinning strategy to deliver the vision is to work at a local level and support individuals to remain outside of Council funded services for as long as possible, maximising individual strengths and local assets to support this outcome. Reviewing customer pathways to support these goals, adopting a

¹ See also Care and Support Statutory Guidance (updated October 2018), NHS Five Year Forward View (2014), Next Steps on the Five Year Forward View (2017)

different approach to commissioning, changing the Council's in-house provider offer and supporting a resilient workforce, will all contribute to the delivery of this strategy. However, working with partners and stakeholders to co-produce future delivery models and provide joined-up services will be fundamental to achieving this vision and strategy.

- 2.5 The vision and strategy is currently a working draft and members of the Health and Adult Social Care Select Committee and others are invited to comment on this until Friday 14 December 2018. This is also being made available for customers, partners, staff and other stakeholders to comment on.

The Improvement Programme

- 2.6 The three year improvement programme is the implementation of the vision and strategy. Four cross-cutting programme themes are proposed:

- Customer Experience and promoting strengths
- Making safeguarding personal
- Building a resilient workforce
- Ensuring our systems and process support the changes.

- 2.7 The programme will be phased into 100 day stages and each stage will focus on defined pieces of work and projects monitored through one of the four themes. Although organised in this way inevitably a number of projects will contribute to more than one workstream.

- 2.8 Progress and accountability for the delivery of this work will be through programme governance, with a programme board and operational accountability through leadership team structures.

3. Resources

- 2.9 At £195m the Adults and Health budget is the County Council's largest. Currently it accounts for 37% of total net expenditure, having risen continuously since 2015/16 when it was 32%. Left unchecked, that proportion will grow further; the impact of demand pressure alone is adding around £6m to costs each year. This is not sustainable and for some time the County Council has recognised that changes need to be made in the delivery of adult social care to achieve the twin goals of improving care outcomes and, as a knock-on effect, delivering better value for money.

- 2.10 To implement a change programme of this scale and nature will require a non-recurrent resource investment. This will take the form of improvement team capacity and may require some pump priming of individual programmes. The programme will deliver efficiencies for adult social care in relation to building resilience, strengthening natural supports to prevent, reduce and delay the need for complex and costly support.

- 2.11 Partly as a legacy of the approach which the County Council has taken towards the Adults budget in the recent past, there will be opportunity to generate these resources from non-recurrent funding sources such as the Adult Social Care Grant. The scale of the requirements will become clear

once the programme has been fully developed. All investments will be supported by business cases and detailed monitoring plans so that a careful track can be maintained on outcomes. This will ensure that only projects which are capable of being self-financing will become mainstreamed once the pump priming has been spent.

4. Issues for consideration by the Select Committee

- 2.12 The Select Committee is asked to consider the draft vision and strategy for adult social care and the presentation material in relation to the need for change and support for the approach proposed.

5. Consultation

- 2.13 An option to comment on the vision and strategy for adult social care will be available until 14 December 2018.
- 2.14 It is not proposed to consult on the structure of the adult social care improvement programme as this is a delivery mechanism for service change. However, building on the co-production principles of the 100 day plan, it is vital that the improvement programme develops and embeds a wider culture of co-production with stakeholders including people that use services and their families. This should be achieved through regular use of experts by experience, working groups and involvement of customers and carers in service design.
- 2.15 Delivery of this programme will require significant consultation and collaboration. This will be with internal stakeholders, including staff and managers, other parts of the Council. It will also be imperative to adopt the same approach with strategic partners including clinical commissioning groups and NHS provider trusts, district and borough councils, the private and voluntary sector to achieve an improved and localised place-based offer for citizens.
- 2.16 Some aspects of the programme will require formal consultation with existing customers, staff and other stakeholders.
- 2.17 Stakeholder mapping has commenced and a communication plan is being developed. This will be a live document and will be subject to change as the programme progresses.

6. Risk Management Implications

- 2.18 Under the Care Act there is a statutory duty for integration of Health and Social Care by 2020. Progress in this area has been limited and there is a risk that this will not be achieved in West Sussex. This can be mitigated by a programme of activity that collaborates with NHS partners and supports the development of a place-based plan.
- 2.19 Adult Social Care budgets have been well supported by the Council, despite pressures, however there is a risk that increasing pressures on budgets combined with significant demographic growth will mean that the capacity to support this change is reduced. This will be mitigated through tight financial

monitoring and tracking financial impacts to demonstrate the benefits of the 'invest to save' nature of this work.

- 2.20 The delivery of a programme of this size within a three year timescale is ambitious and requires significant capacity to both lead and support this work. Initial capacity has been sourced and consideration needs to be given as to how to build this into mainstream capacity for the duration of the programme.
- 2.21 The Council is currently undertaking a major programme of work to shape and frame its offer as a strategic partner across the county. There is a risk that the timescales for the WCD and the Adult Social Care Improvement Programme will not fully align. This will be mitigated through cross-working between the two programmes, particularly for five WCD projects (community hubs, voluntary sector partnership, pre-front door demand management, provision of community-led support and place-based teams).

7. Other Options Considered

The Three Year Improvement Programme

- 7.1 The option to implement an adult social care improvement programme is a response to the outcome of the 2018 Peer Challenge, which highlighted significant areas of development to deliver services which are Care Act compliant and offer greater sustainability. There is a 'do nothing' option, however, there is a risk of failure of statutory duties, or requirement for significant increases in resources to manage the current demands.
- 7.2 Having implemented the 100 day programme and managed the immediate areas of risk identified in the Peer Challenge there is potentially an option to proceed with and implement change at a slower pace. This would reduce the non-recurrent resource requirements for the programme. The risk of this approach is that this will not deliver the required improvements that are essential to ensure sustainability of services, due to both financial and operational challenges and the impact on customers of delivering fit for purpose services.
- 7.3 The recommended option is that the three year programme is implemented.

8. Equality Duty

- 8.1 An overarching impact assessment will be undertaken as part of the programme, this will be reviewed in relation to specific pieces of work. The improvement programme will have a disproportionate impact on older people and working age adults with care and support needs as these customers are the main users of adult social care, but this should be a positive impact rather than a negative one as the move will be to more individualised and personalised provision of services on a local basis.

9. Social Value

- 9.1 A significant driver for both the vision and strategy and the three year improvement programme is the development of community assets and the

embedding of adult social care at a local place-based level. This has the potential to add significant social value in relation to:

- The focus on place – will provide opportunities to reduce travel and improve efficiencies in relation to use of buildings, provision of care locally, etc.
- The move towards a strengths and assets-based approach - will promote wellbeing and independence as well as enable adult social care to achieve cost efficiencies to support demographic pressures within the county
- The focus on carers will support individuals with caring roles and help maintain family and informal relationships
- The reduction in use of residential and nursing care and move towards outcome-based commissioning will enable people to have lives rather than services.

10. Crime and Disorder Implications

10.1 This programme is not expected to have an impact on crime and disorder implications.

11. Human Rights Implications

11.1 Not applicable.

Kim Curry

Executive Director Children, Adults,
Families, Health and Education

Dave Sargeant

Interim Director of Adults' Services

Contact:

Sarah Farragher
Interim Head of Adult Services Improvement
SarahFarragher@westsussex.gov.uk

Appendices

Appendix one: Presentation slides for HASC 15 November 2018

Appendix two: DRAFT Vision and Strategy for Adult Social Care

Background Papers (documents which are referred to in the report)

Not applicable