

**ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE**  
**3 NOVEMBER 2015**

**DRAFT ADULT SOCIAL CARE STRATEGY 2016-2020**

**REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES**

**Purpose of Report**

1. The purpose of this report is to invite members of the Committee to comment on the draft Adult Social Care Strategy 2016-2020, together with the associated draft overarching commissioning intentions.

**Policy Framework and Previous Decisions**

2. The Strategy sets out the draft strategic goals relating to Adult Social Care from 2016-2020. In order to deliver this change the department needs to set out how best to commission services to deliver the strategic goals. This will be determined by the development of an associated Commissioning Strategy.
3. The relevant policy framework includes:
  - The Care Act 2014;
  - Leicestershire County Council Medium Term Financial Strategy 2015-2019;
  - Leicestershire County Council Strategic Plan 2014-2018 (Leading Leicestershire: Transforming Public Services);
  - Leicestershire Communities Strategy 2014;
  - Leicestershire Commissioning and Procurement Strategy 2015;
  - Better Care Together Five Year Strategic Plan 2014-2019;
4. In April 2015 the first phase of the Care Act 2014 was implemented. The Care Act 2014 includes reforms of the law in respect of health and social care, and also prioritises people's wellbeing, needs and goals. The Act highlights the importance of preventing and reducing needs and putting people in control of their care, as well as support for both carers and the people they care for. Local authorities are expected to ensure their populations receive services and support that prevent their care needs from becoming more serious and that individuals can get the information they need in order to make good and appropriate decisions about care and support.
5. On 11 September 2015, the Cabinet approved the draft Adult Social Care Strategy 2016-20 (attached as Appendix A to this report) and overarching commissioning intentions and agreed that a formal consultation exercise on the principles and model for local social care delivery in the coming four-year period is undertaken. The draft Adult Social Care Strategy has been developed to fulfil statutory duties, meet efficiency targets and provide a basis for planning, commissioning and delivering Adult Social Care services for the next four years.

6. The views of customers and stakeholders are necessary to inform the new model of social care delivery and to determine how this can be best achieved through the commissioning of services.
7. A further report will be submitted to the Cabinet in February 2016 on the outcome of the consultation, alongside a final Adult Social Care Strategy and Commissioning Strategy for approval.

## **Background**

### **National Policy and Financial Issues**

8. Funding for Adult Social Care is decreasing as the Government continues to reduce local authority budgets to meet the national budget deficit. Nationally social care budgets have been reduced by 26% in real terms over the last four years.
9. The County Council is both low funded and low spending. On average other similar County Councils (who do not provide fire services) receive £72 (14%) more per head of population in funding (Council Tax and Government Grant). Reductions in funding from a low base mean that the financial position faced by the County Council is considerably more challenging than that faced by other authorities.
10. The current economic backdrop continues to be extremely challenging, resulting in significant and ongoing reductions in Government funding. In Leicestershire, the Council has continued to prioritise social care and is investing additional resources to meet the demands on the service.
11. The Care Act 2014 brought new responsibilities for local authorities from April 2015. The Act highlighted the importance of preventing and reducing needs and putting people in control of their care and support. For the first time the Care Act puts carers on a par with those for whom they care. The Act outlines local authorities' responsibilities to promote integration and co-operation with partners, particularly in relation to health and housing.

### **The Local Picture**

12. Alongside the significant challenges associated with new legislation, rising demand and decreasing resources, several key developments locally have underpinned the requirement to review delivery of Adult Social Care.
13. As identified in the recently updated Joint Strategic Needs Assessment, the population of Leicestershire is growing – between 2012 and 2037 (25 years) it has been projected that the total population of Leicestershire will grow by 15% to over 750,000. However, this growth is not uniform across the age groups. It is expected that there will be an increase of 190% in people aged 85 years and over and an increase of 56% in people aged 65-84 years. The increasing older population will drive an increase in the number of people requiring social care services.
14. The 2011 Census data for Leicestershire shows that for people aged 85 years and over, only 15% do not have their daily living activities limited by a long term health problem or disability.

15. There will be a greater number of older people with complex care needs who will require input from all parts of the health and social care system. This will need to be supported by people providing unpaid care through informal caring arrangements. The number of carers in Leicestershire is predicted to rise by 29% between 2015 and 2030.
16. The expected increase in numbers of young people transitioning into adult social care services will put additional pressure on the Adults and Communities Department when an increase in the number of older people with learning disabilities is also expected, due to increased life expectancy.
17. Over the period of the Medium Term Financial Strategy (MTFS) to March 2019, growth of £28.5m is required to meet demand and cost pressures across the Council as a whole. The main element of growth is Adult Social Care (£22.4m). This is largely the result of increasing numbers of people with learning disabilities and an ageing population with increasing care needs.
18. To date most of the required budget reductions for the Department have been achieved without significantly reducing support for people at risk. Most reductions have been realised either through efficiencies or increasing income and have been achieved by restricting services to higher priority areas and focussing the most costly interventions on people with the most complex needs.
19. Clearly as the requirement for budget reductions continues it will become more difficult to maintain this position.
20. In light of the changing landscape for social care, both nationally and locally, current models of delivery in social care are unsustainable and a revised model of social care delivery is required in order to meet the challenges faced.
21. The current service model for Adult Social Care is not set for a time of maximum austerity and the keys to sustainability are demand reduction and promoting independence.

### **Local Strategic Responses**

22. The Better Care Together (BCT) five year strategic plan has now been published and sets out the future shape of health and social care services across Leicester, Leicestershire and Rutland. The plan addresses demand issues in the system as the population is ageing and living longer with more complex, long term needs. At a time when major financial challenges are being faced NHS and social care services need to be of a good quality, while being sustainable.
23. The BCT Strategic Plan covers eight overarching service models - each reflecting the current situation and desired outcomes in five years' time, identifying how change will be made. These are:-
  - urgent care;
  - frail and older people;
  - long term conditions;
  - planned care;
  - maternity and new born services;
  - children's services;

- mental health; and
  - learning disabilities.
24. The Adults and Communities Department has identified the changes that it needs to make for the health and social care system to work more effectively in the immediate future and this requires key changes to social care delivery in Leicestershire.
25. Leicestershire's Adult Social Care Strategy is the proposed plan for the next four years to implement a new, more cost-effective approach to delivering adult social care, support the financial position, and to help the County Council to work together with partners to provide more integrated health and social care services in line with the BCT Strategic Plan

### **Development of the Draft Strategy**

26. The draft Adult Social Care Strategy has been developed with a clear focus on ensuring delivery of statutory responsibilities, whilst capturing all available opportunities to prevent, reduce or delay need for ongoing Council-funded support in light of the financial challenges it faces. The Department has carefully considered how it can work with individuals with ongoing needs to ensure independence is maximised, and how systems and processes can be improved to ensure cost effective support.
27. Previous consultation exercises (eg on the strategic review of preventive services and carers' services, and the County Council's Communities Strategy) and further engagement activity has helped to identify how social care needs to be delivered in the future and what steps the Department needs to take in order to achieve change. This included workshops with customers, providers, staff and carers, engagement with Healthwatch Leicestershire and strategic partners, in particular the BCT Programme, ensuring clear alignment with Programme priorities.
28. It is now proposed that formal consultation is undertaken, to seek views on the content of the Strategy itself, and to further develop commissioning intentions to support its delivery. More detail about the proposed consultation is set out in paragraphs 44-49 below.

### **Proposed Future model of Adult Social Care in Leicestershire**

29. The draft Adult Social Care Strategy sets out how the Department will meet identified need in Leicestershire within available resources in a period of austerity. This will be achieved by making full use of community support underpinned by solution-focused, personalised, progressive support that maximises independence.
30. It is intended that the Strategy will enable the Department to:-
- (a) implement a sustainable model of Adult Social Care;
  - (b) meet statutory responsibilities;
  - (c) operate within available resources, demonstrating cost effective care and support;
  - (d) target resources where they can make the greatest impact;
  - (e) take a proactive, problem solving and person centred approach with customers;

- (f) alongside partners, help residents take more responsibility to maintain their wellbeing and independence, by making the most of their own resources, and everything on offer in Leicestershire's communities;
  - (g) integrate health and care where this allows greater efficiency in delivery, using the BCF and other pooled budgets;
  - (h) work with partners to deliver the BCT Five year plan (transforming health and care across Leicester, Leicestershire and Rutland).
31. The Strategy will enable integrated care and support delivery of the Council's six strategic imperatives detailed in its Strategic Plan 2014–2018, 'Leading Leicestershire: Transforming Public Services'.
32. A supporting delivery plan will ensure that Adult Social Care stays within the agreed budget allocations, contains growth and achieves future MTFs savings targets. It will include working with other council Departments to address key underpinning factors that will ensure the success of the Strategy, such as:-
- workforce development;
  - robust intelligence and performance data;
  - a quality advice and information offer;
  - robust financial processes.
33. The draft Strategy for Adult Social Care ensures alignment with BCT and supports common understanding with Health partners. It also aligns with other Council services delivering the Council's new target operating model, in particular the unified prevention offer led by the Public Health, and the Communities Strategy led by the Chief Executive's Department.
34. The Care Act 2014 outlines statutory responsibilities in relation to preventing, reducing and delaying need, in addition to requirements to meet social care need where an individual is eligible for support. The Strategy clearly aligns with this structure by defining actions according to the following domains:-

**Prevent** – universal services, supporting wellbeing;

**Reduce** – intervening early for those who may be at risk of needing support in the future;

**Delay** – supporting recovery and reablement for those who have experienced a crisis or who have defined illness or disability;

**Meeting need** – promoting maximum independence and use of community and individual resources for those with long term needs.

### **Development of the Commissioning Strategy**

35. The draft Adult Social Care Strategy sets out overarching aims and strategic goals for Social Care delivery from 2016-2020. In order to ensure effective delivery of the strategy, the Department needs to re-shape the way that it commissions services.
36. "Commissioning" is the process for deciding how the Department will leverage the total resources available in order to make the biggest possible impact on outcomes in the most effective, efficient and sustainable way.

37. Overarching commissioning intentions have therefore been developed to set out how the Department can achieve the necessary change. The consultation exercise will enable the Department to further explore these high level intentions, and to develop a detailed Commissioning Strategy which will make a significant contribution to the delivery of the overarching Adult Social Care Strategy.

### **Proposed Overarching Commissioning Intentions**

38. Draft commissioning intentions to support the new model for Adult Social Care will include:

#### **Prevent Need**

39. The Department will work with partners to ensure that preventative services are well aligned and maximise opportunities to obviate the need for social care support in the future (such as enhancing community capacity, increasing mental health awareness, information and advice to keep active, healthy and safe). **This means:**

- Even though Adult Social Care does not directly provide universal services, the Department will work more with the partners, particularly across local councils and the NHS to commission preventative interventions where they demonstrate effectiveness, and will ensure awareness is raised about maintaining independence and planning for the future. This will help ensure that fewer people will require formal care and support in the future.

#### **Reduce Need**

40. The Department will focus on early identification of people who are at risk of declining health and losing their independence and work with them to help avoid this. Access to community resources, including efficiently delivered advice and information services will be further developed. The Council will ensure that preventative services are targeted, evidence-based and are cost effective. Services that do not meet these criteria will be de-commissioned. The Council will further develop its information and advice offer to ensure people can get the right information at the right time and that this is delivered in the most efficient way possible. The Department recognises the invaluable role of carers and will ensure they are recognised, valued and supported in a flexible way. **This means:-**

- Services will only be commissioned where they are effectively targeted at those most at risk, including low-level mental health services, and social support for older people. Interventions will increasingly be targeted at those most in need and time limited, and people will be supported to identify solutions within their local communities. The appropriateness of support provided will be reviewed regularly; access to local authority funded support may either be limited or brought to an end.
- Information and advice will be digitally based, or via telephone where possible, and will focus on supporting people to maintain wellbeing and plan ahead. The Council will seek to ensure that information and advice provided is consistent with that provided by partners.
- The Department will ensure informal carers are recognised, valued, and supported to maintain their own health and wellbeing. It will focus on developing

good information, advice and community support; if the impact of caring is significant (as identified through assessment) carers will be offered a personal budget to support them in their caring role.

### Delay Need

41. In partnership with health and other service providers, the Department will work to ensure effective recovery, rehabilitation and reablement services are available and adopt a problem-solving approach. This will include for example, further development of its response to crises, supporting people to self-care, and maximising use of assistive technology as a less intrusive, more cost effective option. Wherever possible the Department will support people to remain at home. An integrated service supporting those transitioning from Children's services to Adults services will maximise an individual's independence. **This means:-**

- For those who need help, the Department will take a problem solving approach, and find more effective ways to help people find solutions – this will be increasingly through telephone contact or by appointments in community settings rather than home visits.
- Equipment, adaptations and Assistive Technology solutions<sup>1</sup> will increasingly be used to support an individual or carer.
- The Department will respond to crisis, but also seek to work with individuals and their support network to ensure crises can be either avoided or managed more effectively in the future.
- Individuals will be supported to recover and regain their independence as quickly as possible, through delivery of effective and efficient reablement services.
- We will maximise opportunities for young people to live independently.

### Meet Need

42. The Department will meet people's needs whilst assisting them to increase their independence, providing just enough support to prevent higher levels of need through timely, cost effective service provision. We will ensure that the amount of support adapts to fluctuating needs. The Department will increase its focus on cost effective solutions to meeting individual outcomes, which may mean limiting choice. All services will be expected to help people maximise independence over time and fully utilise informal and community support. The Department will reduce long term dependence on inappropriate or unnecessary levels of care and support. The Department will further develop cost effective accommodation options including Extra Care Housing and Supported Living. **This means:-**

- When assessing and reviewing individuals, the Department will ensure individual assets (strengths and capabilities) and informal/community support networks are maximised before local authority funded support is considered.

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<sup>1</sup> Assistive technology encompasses a wide range of devices and services, including for example, a calendar clock or medication reminder, or a Lifeline which could be linked to, for example, a fall detector or smoke alarm

- The Department will work with a smaller number of providers, incentivising them to promote ongoing independence and provide cost effective solutions including shared, rather than one to one support where appropriate. Some customers will find that choice of services available/the amount provided (where their support is managed by the Council) will be limited. This will include, for example, those accessing home care and Community Life Choices (day service provision).
- Those requiring formal support will still be able to have personal budgets as a cash payment if they wish to choose a different provider.
- Residential care will only be commissioned where it is the most appropriate and cost effective option – increasingly alternative forms of accommodation will be developed including Extra Care Housing, Supported Living and Shared Lives.
- All services providing long term care, including those delivered by the Department, will be expected to demonstrate that they are supporting each individual to maximise their independence over time, ensuring people are receiving just enough support to meet their needs. As an individual's needs change, the level of support or the way that it is delivered will change.

#### Activity to support delivery of the new model

43. The Department will continue to engage with its customers, providers and partners to inform all areas of social care delivery, including the development of consistent, transparent and simple processes. It will ensure all commissioned services provide good value, and help people to progressively improve. It will take an outcomes-based approach to better understand the impact that services have on those accessing them. The Department will manage its performance and ensure quality provision through the ongoing review and monitoring of costs, demand, and effectiveness of provision. The Department will ensure people are supported to keep themselves safe. **This means:-**

- The Department will be clear about what it can offer, but also what it cannot.
- The Department will ensure people pay the right amount towards their care – this will include considering charging self-funders an arrangement fee (the proposals for this are the subject of a separate consultation exercise).
- The Department will adopt an outcomes based approach, shifting the emphasis from what services a provider will offer to what results/goals they will help a person achieve.
- The Department will continually review services to ensure they are meeting outcomes effectively and efficiently and continually assess whether a service is still required.
- The Department will continually work with service users, partners and providers to shape future service provision.

#### Consultation and engagement

44. A public consultation commenced on 21 September and runs to 20 November 2015 (9 weeks), to seek views on the content of the Adult Social Care Strategy itself, and



to inform the development of the Adult Social Care Commissioning Strategy, based around the commissioning intentions against each domain as highlighted above.

45. The consultation will seek the views of the general public, service users, carers, stakeholders and partners through an online questionnaire and targeted consultation activity involving those who may be directly affected, particularly those currently accessing support from the Council.
46. Staff will be actively encouraged to participate through both, the online survey and a series of workshops to be conducted during the consultation period, including five initial briefing events, which were attended by a total of 118 staff members.
47. An information session (attended by 22 provider representatives) and three workshops for providers attended by a total of 78 provider representatives have been delivered. Presentations have been given at the Voluntary Sector Health and Social Care Forum, the Learning Disability Partnership Board, and six Carers Support Group meetings across the county, both County Clinical Commissioning Groups and the Healthwatch Board. Officers from the Strategic Planning and Commissioning Team are attending service user and carer groups and fora by request, and the Chief Executive's Department Communities Team and the Corporate Resources Communication Team are working to raise awareness and facilitate involvement in the consultation amongst the wider Leicestershire public.
48. Outcomes of the consultation will help determine the final version of the Adult Social Care Strategy for the next four years, in addition to informing the resulting Commissioning and Workforce Strategies for Adult Social Care.
49. Consultation outcomes will also be used to inform the BCT Programme, where a consultation across Leicester, Leicestershire and Rutland is being planned from the end of November.

### **Resource Implications**

50. As set out in the Council's MTFs, demographic pressures are increasing as income reduces resulting in a funding gap that needs to be addressed. Key changes to the delivery model for Adult Social Care are required in the next four years to keep the financial consequences of growth to a minimum. Although there are no specific resource implications relating to the overarching Strategy, the outcomes of the consultation will inform:-
  - the Adult Social Care Commissioning Strategy;
  - a sector-wide Adult Social Care Workforce Strategy.
51. Individual workstreams will develop implementation plans allowing financial resource requests to be appraised.

### **Timetable for Decisions (including Scrutiny)**

52. The consultation outcomes, final Adult Social Care Strategy and resulting Commissioning Strategy will be reported to the Cabinet in February 2016.

## **Background Papers**

- 6 May 2014 - Report to the Cabinet County Council Strategic Plan and Transformation Programme  
[http://politics.leics.gov.uk/Published/C00000135/M00003990/AI00037946/\\$7councilstrategicandtransformation.docxA.ps.pdf](http://politics.leics.gov.uk/Published/C00000135/M00003990/AI00037946/$7councilstrategicandtransformation.docxA.ps.pdf)
- 19 September 2014 - Report to the Cabinet Outcome of the Consultation on the Strategic Review of Preventative Services in Leicestershire  
[http://politics.leics.gov.uk/Published/C00000135/M00004190/AI00038994/\\$6outcomeconsultspreventativeservicesreview.docA.ps.pdf](http://politics.leics.gov.uk/Published/C00000135/M00004190/AI00038994/$6outcomeconsultspreventativeservicesreview.docA.ps.pdf)
- 13 October 2014 - Report to the Cabinet “Communities Strategy”.  
[http://politics.leics.gov.uk/Published/C00000135/M00004268/AI00039244/\\$8CommunitiesStrategy.docxA.ps.pdf](http://politics.leics.gov.uk/Published/C00000135/M00004268/AI00039244/$8CommunitiesStrategy.docxA.ps.pdf)
- January 2015 – Report to the Cabinet “Better care Together – Leicester, Leicestershire and Rutland Five Year Strategic Plan  
[http://politics.leics.gov.uk/Published/C00000135/M00004223/AI00040407/\\$81JanuaryLLRBCTFiveYearStrategicPlan2.docA.ps.pdf](http://politics.leics.gov.uk/Published/C00000135/M00004223/AI00040407/$81JanuaryLLRBCTFiveYearStrategicPlan2.docA.ps.pdf)
- 6 February 2015 - Report to the Cabinet “Medium Term Financial Strategy 2015/16 - 2018/19”.  
[http://politics.leics.gov.uk/Published/C00000135/M00004359/AI00042061/\\$FINALCabinetReportMTFSholdingreport.docA.ps.pdf](http://politics.leics.gov.uk/Published/C00000135/M00004359/AI00042061/$FINALCabinetReportMTFSholdingreport.docA.ps.pdf)
- 6 February 2015 - Report to the Cabinet “Commissioning and Procurement Strategy”  
[http://politics.leics.gov.uk/Published/C00000135/M00004359/AI00042121/\\$FINALCabinetreportCommissioningandProcurementStrategy.docA.ps.pdf](http://politics.leics.gov.uk/Published/C00000135/M00004359/AI00042121/$FINALCabinetreportCommissioningandProcurementStrategy.docA.ps.pdf)
- 11 September 2015 – Draft Adult Social Care Strategy 2016-2020  
[http://politics.leics.gov.uk/Published/C00000135/M00004230/AI00044719/\\$7draftadultsocialcarestrategy20162020.docxA.ps.pdf](http://politics.leics.gov.uk/Published/C00000135/M00004230/AI00044719/$7draftadultsocialcarestrategy20162020.docxA.ps.pdf)

## **Circulation under the Local Issues Alert Procedure**

53. The Cabinet report dated 11 September 2015 was circulated to all members of the Council via the Members’ News in Brief service.

## **Officers to Contact**

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## **Appendices**

- Appendix A Adult Social Care Strategy 2016 – 2020  
Appendix B EHRIA questionnaire

## **Relevant Impact Assessments**

### **Equality and Human Rights Impact Implications**

54. The Equality and Human Rights Impact Assessment questionnaire is attached as Appendix B. Equalities and Human Rights impacts of the Strategy and the resulting commissioning Strategy will be further informed by the outcomes of the consultation, and necessary assessments conducted, which will be reported to the Cabinet alongside consultation findings.