

CABINET - 5 FEBRUARY 2016

ADULT SOCIAL CARE STRATEGY 2016-2020

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

PART A

Purpose of Report

- 1. The purpose of this report is to ask the Cabinet to approve the Adult Social Care Strategy 2016-2020, together with the Adult Social Care Commissioning Intentions 2016-2020 and Market Position Statement 2016.
- 2. The Cabinet is also asked to note the results of the public and stakeholder consultation that took place between 20 September 2015 and 21 November 2015 that has informed the Strategy and Commissioning Intentions.

Recommendations

- 3. It is recommended that:
 - The results of the Adult Social Care Strategy 2016-2020 public consultation be noted;
 - The Adult Social Care Strategy 2016-20 and the associated Adult Social Care Commissioning Intentions and Market Position Statement, as appended to the report, be approved;
 - c) It be noted that the Director of Adults and Communities will continue to develop a comprehensive workforce strategy for the internal and external social care workforce.

Reasons for Recommendations

- 4. Approval of the Adult Social Care Strategy 2016-2020 and associated Commissioning Intentions will enable the new model for local social care delivery to be implemented over the four-year period. The 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.
- 5. The views of customers and stakeholders have informed the new model and determined how this can be best achieved through the commissioning of services. The consultation indicated high levels of support for the strategy from customers and

stakeholders, giving the Council a mandate for its implementation (the outcomes for the consultation can be found in Appendix A.)

Timetable for Decisions (including Scrutiny)

- 6. The Adults and Communities Overview and Scrutiny Committee considered the draft Adult Social Care Strategy, together with the associated draft overarching Commissioning Intentions on 3 November 2015 and its comments are referred to in Part B of this report.
- 7. Implementation of both the Adult Social Care Strategy and the associated Commissioning Intentions will take place over the full four-year term and underpinning activities as detailed in this report will provide foundations for the Strategy to be enacted and embedded. For each year of the Strategy term the annual departmental business plan will set the objectives to be met and progress will be reported through the publication of the Adults and Communities Department's 'Local Account' on the County Council website.

Policy Framework and Previous Decisions

- 8. The relevant policy framework includes:
 - The Care Act 2014;
 - Leicestershire County Council Provisional Medium Term Financial Strategy (MTFS) 2016/17-2019/20;
 - 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;
 - A Country that Lives within its Means: Spending Review 2015, HM Treasury.
- 9. In April 2015, the first phase of the Care Act 2014 was implemented. The Act includes reforms of the law in respect of health and social care, and also prioritises people's wellbeing, needs and goals. It 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.

Resource Implications

- 10. 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. More detail is given in Part B of this report.
- 11. Although there are no specific resource implications relating to the overarching Strategy, the implementation will require departmental and transformational funding to deliver the longer term financial benefits as detailed in the MTFS.

- 12. The outcomes of the consultation have informed the Adult Social Care Commissioning Intentions 2016-2020 and will inform the sector-wide workforce strategy.
- 13. Individual work-streams will develop implementation plans allowing financial resource requests to be appraised.
- 14. The Director of Corporate Resources and the County Solicitor have been consulted on the content of this report.

<u>Circulation under the Local Issues Alert Procedure</u>

This report has been circulated to all Members of the County Council via the Members' News in Brief.

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PART B

Background

National Policy and Financial Issues

- 15. Funding for Adult Social Care is decreasing as the Government continues to reduce local authority budgets to meet the national budget deficit.
- 16. On 12 January 2015, the Cabinet considered a report on the Council's Provisional MTFS 2016/17–2019/20, which stated that this forthcoming period is the most challenging MTFS that the Council has faced. The funding settlement from Government is very tough and follows five years of funding reductions. The settlement, however, does provide some certainty over the funding levels until 2019/20.
- 17. The financial position of the Council reflects the fact that income is simply not keeping up with demands on the budget. These demands primarily relate to both a growing and ageing population and a large increase in school age children. These put large demands on social care services.
- 18. Delivery of the MTFS requires savings of £78m to be made by 2019/20. The Cabinet report of 12 January details £59m of savings and proposed reviews that will identify further savings to off-set the £19m funding gap.
- 19. The MTFS outlines a growth requirement of £23m to meet adult social care demographic and legislative need over the next four years together with a saving requirement of £16.7m.
- 20. It is expected that the National Living Wage will also have a detrimental impact on the budget, particularly on social care costs.
- 21. 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. The Care Act has acknowledged carers and the critical contribution they make by providing them with an equivalent offer of support as 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

- 22. 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.
- 23. 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.

- 24. 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.
- 25. The expected increase in numbers of young people transitioning into adult social care services will put additional pressure on the Adults and Communities Department, as an increase in the number of older people with learning disabilities is also expected, due to increased life expectancy.
- 26. 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 reducing funding in lower priority areas and focussing the most costly interventions on people with the most complex needs.
- 27. As the requirement for budget reductions continues, it will become more difficult to maintain this position.
- 28. In light of the changing landscape for social care, both nationally and locally, the model of delivery in social care has been revised in order to meet the challenges faced.

Local Strategic Responses

- 29. The Better Care Together (BCT) Five Year Strategic Plan establishes the future shape of health and social care services across Leicester, Leicestershire and Rutland (LLR). 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.
- 30. 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;
 - Learning Disabilities.
- 31. 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.

32. The Adult Social Care Strategy will help the Council to work together with partners to provide more integrated health and social care services in line with the BCT Strategic Plan.

Model of Adult Social Care in Leicestershire

- 33. The Adult Social Care Strategy sets out how the Adults and Communities
 Department will meet identified need in Leicestershire within available resources.
 This will be achieved by making full use of community support underpinned by solution-focused, personalised, progressive support that maximises independence.
- 34. 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) Target resources where they can make the greatest impact;
 - d) Operate within available resources, demonstrating cost effective care and support;
 - e) Take a proactive, problem solving and person centred approach with customers;
 - 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 Better Care Fund and other pooled budgets;
 - h) Work with partners to deliver the BCT Five Year Strategic Plan (transforming health and care across LLR).
- 35. 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'.
- 36. The imperatives are:
 - i. Leading Leicestershire;
 - ii. Supporting and protecting the most vulnerable people and communities;
 - iii. Enabling and supporting communities, individuals and families;
 - iv. Making Leicestershire a better place;
 - v. Managing public sector resources effectively; and
 - vi. Having the organisational structures and behaviours to deliver this approach.
- 37. 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.
- 38. The Strategy 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 Public Health and the Communities Strategy led by the Chief Executive's Department.
- 39. The Care Act 2014 outlines statutory responsibilities in relation to preventing, reducing and delaying need as well as requirements to meet social care need for eligible individuals. 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.
- 40. The 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.

Development of the Commissioning Intentions

- 41. In order to ensure effective delivery of the Adult Social Care Strategy, the Department needs to re-shape the way that it commissions services.
- 42. "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.
- 43. Overarching Commissioning Intentions have therefore been developed to set out how the Department can achieve the necessary change. The consultation exercise has enabled the Department to explore and develop these high level Commissioning Intentions.
- 44. The Adult Social Care Commissioning Intentions 2016-2020 focus on meeting local needs and delivering value for money, aligned to the overarching vision for the County and the organisational priorities set out in the Council's Strategic Plan for 2014 -2018, "Leading Leicestershire: Transforming Public Services", and the Council's Commissioning and Procurement Strategy "Transforming the way we work".

Prevent Need

45. The Department will work with partners to ensure that preventative services are well aligned and maximise opportunities to preclude the need for social care support in the future (for instance, by enhancing community capacity, increasing mental health awareness, and providing information and advice to keep people active, healthy and safe). Even though the Adult Social Care Service does not directly provide universal services, it will work more with 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

46. The Adult Social Care Service 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 improve its information and advice offer to ensure people can get the right information when they need it, and that this is delivered as efficiently as possible. The invaluable role of carers in reducing the need for other services is recognised and they will be valued and supported in a flexible way.

Delay Need

47. 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 technology¹ as a less intrusive, more cost effective option. Wherever possible people will be supported to remain at home. An integrated service supporting those transitioning from Children and Family Services to Adult Social Care services will maximise independence.

Meet Need

48. The Strategy aims to 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, ensuring that the support adapts to fluctuating needs. The Department will increase its focus on cost effective solutions to meeting individual outcomes, which may mean limiting choice for people opting to have a managed personal budget. 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. Cost effective accommodation options including Extra Care Housing and Supported Living will be developed further.

Consultation and Engagement

49. The Strategy was developed through the outcome of previous consultation exercises, workshops with customers, providers, staff and carers, engagement with Healthwatch Leicestershire and strategic partners, in particular the BCT Programme. This has ensured clear alignment with Programme priorities. Following this, a formal 60-day

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

- consultation was held from 21 September to 20 November 2015 on the Adult Social Care Strategy 2016-2020 and the associated Commissioning Intentions.
- 50. In recognition of the need to ensure alignment with other Council departments (in particular Children and Family Services and Public Health), commissioning intentions have been shared across all Council Departments and all will be reported to the Cabinet on 19 April 2016.
- 51. Throughout the consultation period, a broad range of audiences were targeted and considerable efforts were made to raise awareness of the consultation and support opportunities to gather people's views. Awareness was raised through workshops with stakeholders, providers and service users as well as the Council, social media, an e-blast reminder, printed adverts in local publications and a CIS article for the Council internal audiences.
- 52. The Adults and Communities Overview and Scrutiny Committee considered a report of the Director of Adults and Communities which sought its views on the draft Adult Social Care Strategy 2016-2020, together with the associated draft overarching commissioning intentions on 3 November 2015. Members were advised that the current model of social care delivery may create dependence when used for long periods of time. The new model aimed to promote independence by focusing on the outcomes for the users through responsive and flexible care delivery, so that need for on-going care could be prevented, reduced, delayed and met as appropriate. The strategy was to develop support focused on prevention and self-help and that building resilient communities was important in achieving that objective. Members were assured that better support for carers was envisaged as part of this Strategy. It was resolved that the report be noted.
- 53. 722 customers, carers, staff, partners and other stakeholders attended face to face meetings/workshops where the Strategy was discussed and 321 completed questionnaires have been received.
- 54. The table below illustrates the yield of responses by engagement group (as specified on the consultation questionnaire) as a percentage.

Engagement groups	Percentage of completed questionnaires by engagement group
Social care providers and/or representatives of	10%
the voluntary sector	
Leicestershire County Council employees	19%
Interested members of the public	23%
Users of social care and carers/family members.	38%
Other (e.g. Parish members, ex user of social care).	7%
Other professional/stakeholder	3%
Total	100%

- 55. 83% of respondents strongly agree with the proposals put to them for the Adult Social Care Strategy and the Commissioning Intentions. In the light of the workshops and written responses received, both of these documents have been changed to better reflect the views of respondents.
- 56. The key themes from feedback received can be summarised as:
 - Support for the principles and model;
 - Concern about over reliance on communities, and how communities can be supported and sustained;
 - Achieving the right balance between price and quality;
 - The importance of effective communication;
 - The key role of information and advice;
 - Improvements required in relation to internal processes, including the timeliness
 of reviews and payment mechanisms for both cash direct payments and
 payments to providers of commissioned services.
- 57. The consultation encouraged respondents to comment on the proposals and a wide range of opinion was captured. Most comments were in support of the Strategy with some expressing issues relating to processes rather than opposing its aims. The following are direct quotes from the returned consultation questionnaires:
 - a) In relation to **preventing need:**
 - "Prevention is key and is one of the key factors in effectively reducing spending on higher levels of support."
 - "Preventative intervention is highly desirable but will require considerable effort to change the culture where people have an expectation that help will always be available."

b) In relation to **reducing need:**

- "People require help before they get to crisis point. Educating them and identifying their future needs at an earlier stage might help prevent so many actually having to access services."
- "Whilst [I] agree that we need to utilise the support available in the community we need to be careful we are not simply passing our responsibilities onto the voluntary and community sector. I strongly feel that we need to help the Voluntary Community Sector operate more efficiently, effectively and if we can't provide financial incentives then we need to work with them to make the most of what shared resources we have in the community."

c) In relation to **delaying need:**

• "This is perhaps one of the biggest challenges as it requires a culture change in the general public. People who experience a crisis (and their families) expect to receive a significantly high level of care and support. They will need to understand that due to limited resources, the focus will be on rehabilitation and improving confidence/maintaining independence, rather than a solution which offers a greater amount of support/intervention (eg care home placement)."

- "Assistive technology sounds great but when it's proved to be not enough, how long will it take for more appropriate care to be provided?"
- "I like the emphasis on problem-solving. That feels proactive."

d) In relation to **meeting need:**

- "More needs to be done to flex services to changing / fluctuating needs."
- "For some, residential care will be the most appropriate choice. It is so
 important to not lose sight that this type of accommodation is still extremely
 important and needs to be developed."
- 58. The majority of respondents to the consultation are largely supportive of the Strategy and the associated Commissioning Intentions.
- 59. Further detailed information regarding the consultation process and results is available in Appendix A.

Activity to Support Delivery of the New Model

- 60. 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.
- 61. Implementation will take place over the full four year term. The implementation is complemented by an action plan and overseen by the Departmental Transformation Delivery Board. For each year of the Strategy term the annual Departmental Business Plan will set the objectives the Department needs to meet in that timeframe.
- 62. The 2016–2017 Departmental Business Plan has been drafted and clearly notes that the re-commissioning of Home Care Services, Community Life Choices and Supported Living arrangements will take place in year one of the four year term.

Market Position Statement 2016

63. The Market Position Statement is a review of the capacity, demand and supply of the Leicestershire Adult Social Care market. The Statement is a way of informing providers of the Council's vision and priorities for the forthcoming year and how they can be a part of this. This supports both the Adult Social Care Strategy and Commissioning Intentions by providing a benchmark of the current position. Future statements will focus on specific priority areas of the care market and will be developed alongside providers to ensure a clear understanding of risks and opportunities for market development. All Market Position Statements will be publically available through the Council's website.

Key Messages for Providers from the Market Position Statement

- 64. The Department has developed a number of key messages for providers to ensure a clear guidance is communicated to all sectors to prevent, reduce, delay, and meet need as detailed above. These are set out in the Market Position Statement (Appendix D).
- 65. Further Position Statements are planned which will focus in more detail on specific areas of the market, for example, accommodation based support, community based support etc, and will be developed alongside providers to ensure there is an accurate assessment of market risks, opportunities and gaps requiring further market development activity.

Workforce Strategy

66. The Director of Adults and Communities will continue to develop a comprehensive workforce strategy for the internal and external social care workforce. This will be led by the Departmental Human Resources Business Partner and is a key objective and central to the success of the Commissioning Strategy.

Background Papers

 6 May 2014 - Report to the Cabinet County Council Strategic Plan and Transformation Programme

http://politics.leics.gov.uk/Published/C00000135/M00003990/Al00037946/\$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/Al00038994/\$6outcomeconsultspreventativeservicesreview.docA.ps.pdf

- 13 October 2014 Report to the Cabinet "Communities Strategy". http://politics.leics.gov.uk/Published/C00000135/M00004268/Al00039244/\$8CommunitiesStrategy.docxA.ps.pdf
- 14 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/Al00040407/\$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/Al00042061/\$FINALCabinetReportMTFSholdingreport.docA.ps.pdf

- 6 February 2015 Report to the Cabinet "Commissioning and Procurement Strategy" http://politics.leics.gov.uk/Published/C00000135/M00004359/Al00042121/\$FINALCabinetreportCommissioningandProcurementStrategy.docA.ps.pdf
- 11 September 2015 Report to Cabinet: Draft Adult Social Care Strategy 2016-2020 http://politics.leics.gov.uk/Published/C00000135/M00004230/Al00044719/\$7draftadultsocialcarestrategy20162020.docxA.ps.pdf
- 3 November 2015 Report to Adults and Communities Overview and Scrutiny Committee - Draft Adult Social Care Strategy 2016-2020

http://politics.leics.gov.uk/Published/C00001040/M00004275/Al00045702/\$DraftASCStrategy20162020.docxA.ps.pdf

• 12 January 2016 - Report to the Cabinet - "Medium Term Financial Strategy 2016/17 to 2019/20"

http://cexmodgov1/ieListDocuments.aspx?Cld=135&Mld=4598

List of Appendices

Appendix A - Adult Social Care Strategy 2016-2020 Public Consultation Summary

Appendix B - The Adult Social Care Strategy 2016-20

Appendix C - The Adult Social Care Commissioning Intentions 2016-2020

Appendix D - The Market Position Statement 2016

Appendix E - Equalities and Human Rights Impact Assessment for the Adult Social Care Strategy 2016-2020

Equalities and Human Rights Implications

- 67. An Equality and Human Rights Impact Assessment (EHRIA) was conducted and the subsequent action plan approved by the Departmental Equalities Group in January 2016. This EHRIA is an overarching impact assessment of the Adult Social Care Strategy and Commissioning Intentions and includes a commitment to analysing the impact of future change on specific services as each of them is reviewed in detail. A copy of the approved EHRIA is attached as Appendix E.
- 68. Subsequent EHRIA's will be conducted as work-streams and projects emerge from the action plan that is being produced to support the Adult Social Care Strategy and associated Commissioning Intentions.