



Sharing Best Practice

North Yorkshire County Council Adult & Community Services Strategic Commissioning & Modernisation Programme

1.0 Background

The Council's key driver for commissioning and modernisation is the national concordat- Putting People First. This has set the context for the Council to deliver better outcomes for the well-being of all of its citizens and the communities they live in set within the personalisation agenda. The focus is on whole communities and not, as in the past, on smaller numbers of people with more acute needs. In order to deliver this new agenda the Adult Social Care (ACS) Directorate is undertaking a Transformational Change Programme.

2.0 The Budgetary Context

Resources have been managed and reported at a localised level within 2008-09. Through this locally based framework, care decisions and budget decisions are aligned which has proven to be a strong and effective basis for budgetary control.

Financial reports are now being prepared, reported to the management team, ACS management team and ACS Executive on a monthly basis. These reports also form the basis of the ACS contribution to the Quarterly Performance and Budget Monitoring Report to the Executive. This is an effective governance arrangement which is particularly important in times where resources are tight and there are increased expectations to demonstrate value for money.

The revenue outturn position for 2008-09 was a small overspend of £376K which is a variance of approx 0.3 % on the Directorate budget of £130m. This is a huge achievement given the increase in service demands and expectations. In relation to capital there has been an under spend of £272K which is as a result of slippage on a few high profile schemes.

3.0 The Value for Money Context

Overall, Adult Social Care Services spending is below average when using the information contained within the Audit Commission Value for Money (VfM) profiles for 2009 and comparing with our nearest neighbours and data set from 2008. In terms of adults North Yorkshire County Council (NYCC) spends £295.28 per head of population with a ranking of 13th out of 16. It has already been recognised that NYCC is a low cost and high performing adult social care service and this is replicated when drilling down to examine the spending for physical disabilities, learning disabilities and mental health which are in the bottom quartile when making the comparisons with the 16 nearest neighbours. Older people's spending on the other hand has increased from £683.09 (2008) to £719.62 (2009) per head of population over 65+ and improved its relative position from 10th to 8th. This is a result of the additional investment and priority given to this service area in the Authority's budget process. It is also worth noting that this additional investment has been targeted on home based support strengthening our relative position when considering the balance of services between intensive home care and residential places. There is a strong commitment to shift this balance further with a strategy adopted in 2009/10 budget to reduce residential placements is a further 15%.

Spending in relation to libraries shows an upper quartile position and this reflects the rural nature of the Council area and the dispersed library provision. Furthermore, this upper quartile position is in large part the result of the Council's ambitious capital and revenue investment programme to modernise North Yorkshire's libraries and create local accessible community hubs. The service is well placed in relation to cost per library visit and the cost vs. customer satisfaction. Library users continue to increase and challenging VfM targets have been set to recognise the need to continue to drive down cost and realise efficiencies.

4.0 The Modernisation Programme

The current Strategic Commissioning & Modernisation programme is made up of 6 work streams each with a number of sub-projects.

The 7 work streams are:

- **General operations** – delivery of a high quality modern and personalised service that keeps people safe, independent and promotes dignity.
- **Personalisation** and safeguarding– delivery of a service that is orientated around individual needs and situations, providing people with choice about how their needs are met and control over the assessment process and cash.
- **Access** – access to modern library and community services which reflect individual's needs and interests and provide relevant information and advice.

- **Systems** – enhancing service delivery through proportionate and efficient systems.
- **Community Development** – providing a thriving market which provides adequate choice and capacity for people needing support.
- **Partnership** – delivering joined up commissioning programmes and service delivery.
- **Communication and Workforce Development** - ensuring that the workforce develops in line with the transformation programme and that there is ongoing effective communication of the changes throughout

The programme is clearly documented with links clearly highlighted. The documentation details accountabilities, overall outcomes, individual projects and resources. All individual projects have consistent documentation. Projects with anticipated efficiency savings are clearly highlighted. There is an annual review of the transformational priorities by the senior management team within ACS to refresh the programme in light of national and local developments. A key addition for the 2009/10 programme is the implementation of the Library strategy- “New Look, No Shush” in the context of VFM.

The programme has a dedicated Commissioning & Change team, including a full time Programme Manager, to ensure effective delivery. Due to the magnitude of the transformational programme, other individuals from outside the team are also involved. All project teams work to a set project protocol to ensure a consistent approach.

The programme is performance managed by the Strategic Commissioning & Transformation Board. The board, which is made up of the ACS management team, meets monthly to set the direction of the programme and monitor its progress. The board considers a monthly tracker report, up date reports on projects and exception reports on projects which are not performing as planned. The board is responsible for making decisions on the priorities within the programme and providing direction for the team. The board also provides corporate sign up and approval. All work streams have an accountable board member ultimately responsible for their delivery.

The Care & Independence Overview & Scrutiny Committee also receive reports on projects within the programme and issues arising from changes to existing services. During 2008 the Committee has considered changes to Learning Disabilities Services in Craven, the Joint Strategic Needs Assessment, Centres for Independent Living, Long Term Conditions, Self Directed Support and Dementia.

5.0 Progress to Date

Key changes include simplifying processes to deliver a quicker service to citizens, locally delivered services with consistent practice and eligibility across the county, and developing an integrated approach to services with the NHS for people with complex long-term conditions.

5.1 Strategic Commissioning

The development of the Council's long range (15 year) Strategic Commissioning Strategy for Social Care was one of the first phases of the programme. This national exemplar work, supported by the Department of Health's Care Services Improvement Partnership was launched in June 2007 at a conference organised by the County Council. The conference also launched the first three year Implementation Plan which focussed on the practical delivery of the commissioning strategy. The plan will ensure that the objectives set out in the Strategic Commissioning Strategy are met to the benefit of the community within North Yorkshire.

5.2 General Operations

In contrast to the social care services for adults in many other authorities, North Yorkshire continues to operate its Fair Access to Care Services (FACS) eligibility threshold flexibly and sensitively so that services can be accessed by a larger number of individuals. In April 2009, the Council's Executive agreed to maintain last year's threshold at "moderate" with the aim of meeting lower needs where the risk to longer term independence may be significant.

The continued operation of FACS at 'moderate' has enabled an additional 600 in 2008/9) people to receive adult social care services. A further 2000 carers have been helped with information and advice or to look after and support a vulnerable relative or friend. Services by way of targeted grants and other preventative initiatives have been used flexibly to deliver a range of support measures for people whose needs lie below the threshold of "moderate" which demonstrates the flexible and sensitive approach outlined above.

5.3 Systems

The care management process within Adult Social Care is being changed to streamline and standardise working practices across the county thereby increasing contact time with clients. A project team worked closely with the Care Services Efficiency Delivery Programme (CSED) using their "Brown Paper" technique to review the current processes. Through a series of structured interviews and workshops with staff across the county, a number of "quick win" changes have already been identified and implemented (for example, the removal of 30 redundant forms from the system) with further medium and longer term initiatives identified for which project work is now taking place including implementation of a new database and also mobile working.

A dedicated team of Service Improvement & Outcomes Managers ensure that changes in working practices resulting from the programme and specific performance drivers are consistently and correctly implemented. They aim to ensure that staff are working consistently across the county, making sure records are accurately kept, processes are followed and performance is improved. Learning from the Brown Paper exercise has now been used to

inform the upgrade of the Adult Social Care database (SWIFT) to support care management.

Together, these have helped increase the percentage of assessments for new clients completed within 4 weeks from 78.4% 06/07 to 94% in 07/08 this year.

5.4 Community Development

This workstream aims to ensure that there is a thriving care market available across North Yorkshire to support its citizens, ensure they are safe and enable them to exert choice and control over how they have their support needs met. It includes the following:

Extra Care Housing is replacing residential homes to support independent living in the community. ACS's approach is highly commended by both the Audit Commission and the Care Quality Commission. Support is delivered to a higher level than sheltered housing by the housing provider and social care services working together. The delivery of new Extra Care Schemes involves the management of multiple stakeholders, both public and private sector, and typically takes 28 months from conception to occupation. In 2008/9, an additional 159 extra care units are in place in schemes based in Scarborough, Selby, Harrogate and Skipton. A further 5 schemes have been identified in Whitby, Thirsk, Settle and Richmond. The Council's commitment to Extra Care was underpinned with the Executive agreeing to a further £1.3M for Extra Care developments at its April meeting.

The directorate has let 21 contracts across the county to develop low level prevention services and, in partnership with Age Concern, delivered through the Third Sector. It has also let a ground-breaking outcome-based service delivery contract with an independent sector partner in Ryedale to transform personal care services to ensure that they support the outcomes chosen by citizens.

The programme also includes the modernisation of day occupation services for people with learning disabilities. The aim is to move support from building-based services (day centres) to ordinary community support arrangements. Day centres in Northallerton and Skipton have now successfully closed and more appropriate services are now in place.

5.5 Personalisation and Safeguarding

The Council is investing in Telecare electronic equipment (e.g. flood, door or fall detectors) to support people at home, increase their independence and ensure their dignity. Its approach to Telecare and continuing investment in initiatives to help people live for as long as possible in their own homes continues to be nationally recognised. ACS's Telecare strategy was highly commended by John Bolton (Director of Social Care - Strategic Finance) from the Department of Health. In 2008/9, 12028 people benefited from Telecare which is an increase of 843 on the previous year. In order to accelerate take up and ensure that Telecare becomes part of a mainstream equipment

service rather than a specialist and exclusive services, four Commissioning and Change Assistants in addition to the Countryside Project Manager continue to embed Telecare within care management processes to ensure consistent county wide processes and development of knowledge and application of technology.

Assistive technology equipment is also a target in the Local Area Agreement, specifically to support people aged 16+ to live independently at home for a period of at least 12 months and prevent admission to residential care with 409 people now being helped in this way set against a target of 357. This is a considerable achievement within the NYSP and means that the Adult Strategic Partnership has secured its allocated reward grant of £1.2M a year early.

Safeguarding is a target in the Local Area Agreement and there has been increased training and awareness activity, resulting in increased reporting of suspected abuse of vulnerable adults (in 2008/09 there were 385 referrals which received an appropriate response e.g. a multi agency meeting, 57% above the target). This has been supported by a significant increase in the provision of council sponsored/arranged training as delivered by a dedicated Development Officer and development of training resources. The Council is also investing in strengthened practice development and quality assurance, beginning with the appointment of four Advanced Practitioners (Safeguarding). Also governance arrangements have been strengthened with the introduction of a North Yorkshire specific Adults Safeguarding Board.

5.6 Partnership

The pilot Partnership for Older People's Project (POPP) has been an important catalyst for a strengthened partnership, closer working and joint commissioning. The Generic Worker Scheme has proved to be a major success. Moving forward, it is proposed to develop an integrated model incorporating a generic work team, new approaches to case finding and management of the night service, for the Hambleton and Richmondshire areas.

The Joint Strategic Needs Assessment (JSNA) led by ACS was developed in partnership with NHS North Yorkshire & York and the Children & Young People's Service. The development team is working closely with the Third Sector and Local Strategic Partnerships to understand exactly what services the citizens of North Yorkshire need to support their health and well-being. This has allowed the Council and its partners to understand the current and future health and well-being needs of the population to inform strategic and financial planning and commissioning. Local versions of the JSNA are now in place in key local communities such as Harrogate and Selby.

Agreement has recently been made with the seven district councils to develop a single aligned adaptation service. This service is currently run by the seven districts with Occupational Therapy (OT) input from the County Council. The new service will be developed with input from the North Yorkshire Private

Housing Group. This will ensure that there are consistent systems and processes across the county and also deliver improved performance and faster service delivery for citizens.

5.7 Access

The six Customer Relations Units (CRUs) across the county have been transferred into the corporate Contact Centre. All telephone enquiries, e-mails, letters, faxes and text-phone messages are now dealt with by a single team of customer services officers, who are highly experienced in social care. Opening hours have been extended; the Customer Services Centre is now operational 8am – 8pm and Saturday 9am-5pm for social care calls.

The Council's public access strategy is making developments in face-to-face contact centres in the form of joint access centres. A joint access centre is a building where "services are provided on behalf of two or more public bodies" usually the County Council and District Council.

The new library strategy has now been published. The vision is for a new role for libraries supporting (as an access point) county council/ district council services. Libraries will also become critical in the delivery of information to the public in support of people accessing personalised support services.

6.0 Outcomes

All programme projects are set clear outcome measures at the beginning which are incorporated into the project document. Reports are produced for the monthly project board meetings. Efficiency savings are also monitored, reported to the programme board and to weekly management meetings.

The main priorities of the programme have also featured in the Local Area Agreement 2007-10 and have been taken forward into the Local Area Agreement 2008-2011.

6.1 Performance Indicators

Performance in 2008/09 has seen a period of stability following the significantly improved position in 2007/08. The key areas of note in 08/09 are:

- The percentage of assessments for new clients for adult social care started within 2 days and completed within 4 weeks has increased from 93.3% last year to 94.8% this year.
- Older people helped to live at home is up from 92.6 per 1000 people over 65 last year to 97.3, well above the year end target of 95.
- Households receiving intensive home care remains high at 11.8 per 1000 people over 65.
- The number of adults with a physical disability increased from 4.7 last year to 5.4 this year, which is above the target set for this year.
- The number of adults and older people receiving direct payments at 31 March again increased from 446 per 100,000 population aged 18 or

over last year to 597. As before this is significantly above the year end target of 465 and well above the LAA target.

- 32.7% of household are receiving intensive home help/care as a percentage of all adults and older people in residential and nursing care and households receiving intensive home help/care. This again is above the target of 32.0% set for 2008/9.
- 23.2% of carers are receiving a specific carers' service or advice as per NI 135 as a percentage of clients receiving community-based services.
- 409 people aged 16+ were helped to live independently at home for a period of at least 12 months and prevented from admission to residential care through assistive technology equipment as measured by case file returns for North Yorkshire. This again was well above the target level of 119.
- The number of additional extra care units is 159, this remains on track to meet the LAA target.

6.2 Efficiency Savings

The Directorate has an ambitious efficiency programme to deliver upon. In 2008-09 the target was £4,306K and in 2009-10 and in 2010-11 it will be £4,549K and £4,783K respectively. At the end of the 3 years, if the planning totals do not change the Directorate will need to realise efficiencies of £13.6m recurrently.

In 2008/9, ACS achieved its allocated target for NI179 with an outturn of £5.6M which reflects the strong VFM component within ACS's Transformational Change Programme.

7.0 Supporting Documents

Strategic Commissioning for Independence, Well-being and Choice 2007-2022 <http://www.northyorks.gov.uk/CHttpHandler.ashx?id=485&p=0>

JSNA / JSNA – local versions <http://www.northyorks.gov.uk/jsna>

North Yorkshire – Putting People First- Making it Happen in North Yorkshire
https://www3.northyorks.gov.uk/n2cabinet_exec/reports_/20081202_/07puttingpeople/07puttingpeople.pdf

A joined up vision of Health and Adult Social Care Commissioning and Service Delivery across in North Yorkshire
https://www3.northyorks.gov.uk/n2cabinet_exec/reports_/20081202_/09jointvisionhe/09jointvisionhe.pdf

Report to the Executive- Extra Care and Sustainable Communities (Update)
28th April 2009
https://www3.northyorks.gov.uk/n3cabinet_exec/reports_/20090428_/09extracarehous/09extracarehous.pdf

Report to the Executive- FACS (Fair Access to Services) Eligibility Criteria
2009/10 – 28th April 2009
https://www3.northyorks.gov.uk/n3cabinet_exec/reports_/20090428_/08fairaccesstoc-1/08fairaccesstoc.pdf

8.0 Contacts

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