

28<sup>th</sup> October 2013

Agenda Item: 4

## **REPORT OF THE SERVICE DIRECTOR FOR JOINT COMMISSIONING, QUALITY AND BUSINESS CHANGE**

### **OVERVIEW OF JOINT COMMISSIONING, QUALITY AND BUSINESS CHANGE**

#### **Purpose of the Report**

1. To provide an overview of the services which come under the remit of Joint Commissioning, Quality and Business Change.

#### **Information and Advice**

##### **Key areas of service**

2. The Service Director for Joint Commissioning, Quality and Business Change is responsible for a range of support services including:
  - Commissioning of adult social care services including those services commissioned jointly with health partners
  - Developing social care services in partnership with independent sector providers, including management of the market to ensure sufficient provision
  - Quality auditing and monitoring of commissioned services
  - Safeguarding adults including implementation of Deprivation of Liberty safeguards
  - Savings and efficiencies programme for Adult Social Care, Health and Public Protection
  - Departmental risk, safety and emergency planning
  - Business support functions
  - Performance Information Team and social care policy
  - Social care electronic records – Framework-i
  - Adult Care Financial Services – payment to providers and collection of income from service users
3. In addition to the above support functions, the following direct services also come under this service area:
  - County Enterprise Foods
  - County Horticulture and Work Training.

## Joint Commissioning

4. The Joint Commissioning Unit (JCU) supports the work of the Health and Wellbeing Board by contributing to the development and revision of the Joint Strategic Needs Assessment, the development of a Health and Wellbeing Strategy and the promotion of integrated strategic commissioning and delivery of services with commissioners and providers across Clinical Commissioning Groups (CCGs), Public Health, District and Borough Councils and other partners. The overall aim of this work is to create better joined up, more effective and efficient local services.
5. Currently six of the twelve priority areas identified in the Health and Wellbeing Strategy come under the area of responsibility of the Corporate Director, Adult Social Care, Health and Public Protection, covering; older people, dementia, physical and sensory disabilities, mental health and emotional wellbeing, learning disabilities and people with autism spectrum disorders. The JCU supports the two main adult and older people's Integrated Commissioning Groups and sub-structures to deliver on these priority areas. This includes leading on the integrated commissioning of carers' support services and a wide range of prevention and early intervention services that focus on reducing the demand for more intensive services.
6. Two priorities within the Health and Wellbeing Strategy are the development of a multi-agency Prevention and Early Intervention Strategy and Housing strategies that offer older and disabled people a range of options to enable them to remain in their communities as alternatives to residential care. The Health and Wellbeing Implementation Group nominated District Council Chief Executive Leads to work with the County Council and CCGs on these. Work is underway on needs analysis, mapping and researching the evidence base of different models and interventions with the aim of draft strategies being completed for consultation in early 2014.
7. One of the JCU's responsibilities is to ensure that people who use services, their carers and the public are involved in the evaluation of existing care services and in the design and development of new services. This involves a wide range of work including:
  - supporting a number of forums such as the Older Person's and Carers' Advisory Groups
  - preparation of easy-to-read information and support to people to take part in meetings such as the Nottinghamshire Learning Disability Partnership Board
  - facilitating 'Working Together for Change' events where people who use services come together in a focused workshop with commissioners and providers to agree what is working well and identifying areas where improvements are required. Events in 2013 have covered topics such as Extra Care and Direct Payment Support Services.
8. The JCU works together with officers from the Corporate Procurement Unit in relation to services commissioned from independent sector providers. The JCU's responsibilities include; assessing local need, appraising the evidence base and cost efficiency of different models of service provision, engaging other commissioners, providers and people who use services in the design of service specifications and their on-going evaluation. Key projects underway in 2013-14 are:

- Joint tender with the six CCGs for the re-provision of home based care and support services – including care and support in existing extra care housing schemes
  - Tender for Electronic Monitoring System (to support delivery of home care)
  - Forthcoming tender for the re-provision of younger adults' Care, Support and Enablement services
  - Forthcoming tender for Direct Payment Support Services
9. Within the JCU, the Market Development and Care Standards team is responsible for maintaining an oversight of service quality in Council commissioned independent sector social care services. This includes the completion of annual audits to ensure both on-going contractual compliance and to check that outcomes of people using services are met. During 2013/14 the team will complete audits in approximately 175 care homes for older people, 130 care homes for younger adults, 26 domiciliary care providers, 7 extra care housing schemes, 20 care and support and enablement services, as well as a range of day care, housing related support, prevention and crisis intervention services.
10. The team also responds to referrals relating to service quality which are reported via the Multi Agency Safeguarding Hub (MASH), by members of the public, whistle-blowers, operational staff etc. During 2012/13 the team received 464 such referrals. Where delivery of poor practice is evidenced the team work closely with service providers to support required improvements. This includes co-ordinating the sharing of information between key stakeholders such as the Care Quality Commission (CQC) and CCGs.
11. In January 2013 a CQC Compliance Manager was seconded into the JCU for one year with a reciprocal arrangement for a Market Development Officer to work with the CQC. The Compliance Manager has been co-ordinating a programme of the work under a strategic review of quality in care homes. This review is being undertaken jointly with the City Council and with the City and County CCGs, and the CQC, with representation from care home providers. The review is being chaired by Mr Allan Breeton, the Independent Chair of the Nottinghamshire Safeguarding Adults' Board. The CQC Compliance Manager is also undertaking work to improve processes and align information sharing, quality audit and risk assessment across partners, with a specific focus on improving quality of care in historically poorly performing services.
12. The JCU is proactive in developing a diverse range of good quality, affordable social care providers within the local market. Examples of current initiatives include:
- Supporting very small businesses (micro-enterprises) of five or fewer full-time staff to establish or maintain their services. Micro-enterprises make a significant contribution to helping people to live at home and they are often able to offer flexible, person-centred services. To date the department has supported the development of 57 micro-enterprises in Nottinghamshire, providing services to approximately 860 people. Between them they have created 112 jobs and 84 volunteering opportunities. This work has attracted accolades and national interest. The short-term funding for this post will end in March 2014. Planning is underway to enable the work to be continued within existing resources.
  - The JCU recently launched Choose My Support, a web based interactive Directory of services commissioned jointly with Leicester City, Nottingham City and Leicestershire County Councils. This enables people (and any staff working with them) to search in

a range of ways e.g. locality or service type, to find services to help them maintain their independence, health and wellbeing. They can then contact providers for further details or quotes. It includes a much wider range of services, as well as traditional social care e.g. preventative services, local leisure and community activities. Providers can register to advertise their services by uploading a proportionate number of documents as evidence for example, that they have a current and sufficient level of insurance, or if relevant, that staff have had appropriate Disclosure and Barring Service checks undertaken. At the end of September 2013, 77 providers had registered, with a further 40 part way through the process.

- The JCU produces a social care Market Position Statement (MPS) which seeks to provide key information on the Council's commissioning intentions to help both existing providers to develop their businesses to meet local needs and also to help new providers who may want to enter the local market. Work is underway with District Councils and CCGs to develop and broaden the information in the MPS.

## **Safeguarding Adults**

13. The Care Bill places Adult Safeguarding Boards on a statutory footing and requires all local authorities to have in place multi-agency processes and procedures which ensure collaborative and effective practice to safeguard adults who are at risk of abuse.

14. Nottinghamshire is well placed to meet this statutory duty as there is already a well-established Nottinghamshire Safeguarding Adults Board (NSAB). Nottinghamshire County Council is the lead agency ensuring implementation of the work of NSAB. The Board is chaired by an independent person, Mr Allan Breeton.

15. NSAB has a structure beneath it, with chairs of sub groups driving forward different facets of safeguarding work. Chairs are held accountable for the various work streams by the independent chair of NSAB. The Standing sub groups are:

- The Quality Assurance Sub Group which oversees performance, quality and audit across a range of agencies involved in safeguarding adults work.
- The Serious Case Review Sub Group. Serious case reviews are undertaken when a vulnerable adult dies or is seriously injured and abuse or neglect are thought to be a factor. This group has the responsibility for commissioning serious case reviews and to oversee the implementation of any recommendations across all relevant partner agencies arising from these reviews.
- The Communication Sub Group provides a robust and effective approach to communicating safeguarding messages to service users, the public, and to staff. The group takes a proactive approach to joint press releases to promote a good understanding of safeguarding procedures as well as responding to media interest in specific safeguarding cases such as those leading to a Serious Case Review. Current work includes a bench marking survey to gauge awareness of adult safeguarding and understand if the general public know where to raise concerns about safeguarding adults.

- The Training Sub-Group takes responsibility for ensuring the implementation of a multi-agency training strategy to provide staff with the necessary skills and knowledge to effectively and efficiently undertake their prescribed roles with the procedure. Additionally, the group makes sure that both multi-agency and single agency training is delivered to a consistently high standard. Recent work has included ensuring all agencies adopt the national capability framework which means that all staff have the appropriate level of skill and competence to safeguard vulnerable adults.

16. Safeguarding adults has an interface with many other areas of work and every effort is made to develop and maintain strong and effective links with:

- Hate Crime work which is led by the district councils
- The management of dangerous offenders, known as MAPPA (multi agency public protection arrangements)
- Domestic Violence work and the process by which risk of harm to victims is managed known as MARAC (Multi agency risk assessment conference).

17. Dignity in Care is an integral aspect of safeguarding. The way in which people are treated when they receive care services has a significant impact on their wellbeing. The dignity in care campaign was launched by the Government in 2006 and much positive work was undertaken at that time. This work is now being revitalised in partnership with health colleagues to ensure that poor standards of care in care homes and in care delivered in people's own homes is identified and addressed quickly.

18. Links with children's safeguarding services continue to be strengthened and a regular examination of joint areas of work by the chairs of the respective safeguarding boards and relevant officers is resulting in the further development of services. For example, work is underway to plan and deliver training with common themes that pertain to workers in both children's and adults social care services.

19. In December 2012, Nottinghamshire's Multi-Agency Safeguarding Hub (MASH) commenced operations, taking all queries and referrals regarding children's safeguarding concerns. This was rolled out to include all queries and referrals in relation to adult safeguarding as of January 2013. The MASH involves representatives from the County Council, Police, Health and the Probation Service working together in the same location, enabling them to share information promptly so that swift decisions can be made on the most appropriate course of action. Since commencing its operations from 28 January, the MASH has been receiving on average approximately 82 weekly queries about adults' safeguarding concerns. Of these, approximately 62% have been resolved by staff at the MASH, with 38% being referred to operational teams for a safeguarding assessment.

## **Deprivation of Liberty Safeguards**

20. Sometimes it is necessary to deprive someone of their liberty in order to deliver care and treatment. This is a significant event in someone's life and there are stringent safeguards to ensure that when this is required, it is done in a manner that is the least restrictive approach and is undertaken within the confines of the law.

21. There is a dedicated team who undertake the administrative functions for the deprivation of liberty safeguards for the local authority to ensure compliance with the legislative framework and that the care and treatment is in the individual's best interests.

## **Policy and Performance**

22. Operational Policy and Performance covers a diverse range of support services and some directly provided services. The Group Manager, Operational Policy and Performance, has responsibility for performance improvement, adult care financial services and the management of Framework-i and ICT within the department. Directly provided services are the Meals at Home service and County Horticulture and Work Training.
23. Supported Employment – The department manages two supported businesses, County Enterprise Foods and the County Horticulture and Work Training service. The disabled workers in these businesses are supported through the Department for Work and Pensions' (DWP) Work Choice Programme. Currently the DWP allocates a grant of £4,800 per disabled employee, per annum however this funding is to cease in October 2015.
24. Historically, the approach of the DWP had been to encourage local authorities to employ disabled workers in a supported environment. The County Council's approach to supported employment, where there was a significant number of disabled employees, had been to support them within a subsidised supported business setting. However, more recently the Government has moved away from the model of subsidised supported businesses to a model which focusses on disabled people themselves to support them to work where they choose instead of at disability specific workplaces.
25. Going forward, one of the key aims of the Supported Employment service is to ensure that where employment opportunities for disabled people continue to be provided in a supported setting that the opportunities are financially viable and sustainable. This in turn will ensure that the employment opportunities offered are meaningful.
26. County Enterprise Foods – this service manufactures and distributes meals to vulnerable people within the County. The service consists of the production unit based in Worksop and a distribution unit based in Rainworth.
27. In total the service employs 95 staff (78.61 fte), 26 of whom are disabled workers supported on the Work Choice Programme. The following numbers of meals are delivered by the service:
- 5,904 meals a week to Nottinghamshire residents in their own homes. Last year the service delivered a total of 307,030 meals to Nottinghamshire residents
  - approximately 5,602 meals a week (291,326 meals a year) to fulfil some production only contracts for companies such as County Care, Kinds, Park Care, and for Nottingham City Council.
28. The County Horticulture and Work Training service is based at a main site in Linby and two satellite sites in Balderton and Skegby. In total the service employs 27 staff (25.42 fte), 13 of whom are disabled workers on the Work Choice Programme. In addition to providing employment opportunities for disabled workers, the service also provides horticultural

training opportunities to 70 service users. Activities include growing produce, caring for livestock, retail sales and a grounds maintenance service. The annual sales income generated by the grounds maintenance service is approximately £122,600. The farm shop generates a further £75,200 of income a year.

29. Adult Care Financial Services (ACFS) – The service undertakes a number of functions relating to payments to providers and collating income from service users and third parties. These activities include:

- undertaking financial assessments to determine the amount service users should contribute towards the cost of their care based on their income, savings and outgoing expenditure
- providing advice to service users and carers on entitlement to means tested or disability benefits
- making payments to care homes, external day service providers and service users who manage their own care through a direct payment
- managing appointeeships of over 500 service users in residential care
- administering the deputyship role on behalf of the Corporate Director who holds this personal responsibility for 300 service users who lack the mental capacity to deal with their own finances.
- the administration of the prepaid direct payment card which has helped to increase the number of service users opting to have their personal budget paid as a direct payment. Service users were experiencing difficulty in opening a new bank account for the direct payment; the card removes this obstacle completely and allows spending to be monitored more effectively.

30. Performance Improvement Team – This team supports the department in relation to its performance management activities and in business planning. This includes the delivery of management information to clearly evidence achievements against performance targets and identifies areas for improvement. The team fulfils a range of activities including:

- completing statutory reporting requirements
- undertaking regional and national benchmarking activities
- developing the department's Business Plan and the annual Local Account
- collating evidence on outcomes achieved for service users and carers through user experience surveys - evidence from these surveys enables the department to judge how well it is meeting the needs of service users and carers.

31. Frameworki Team – Frameworki is a workflow based electronic case management system that is used for social care by both adults and children's social care services. Social work practitioners are required to use the Frameworki System as a tool to input information relating to assessment of needs and subsequent services being provided.

## **Business Change and Business Support**

32. The Adult Social Care, Health and Public Protection Savings and Efficiencies Programme is managed within this service area. An overview of the Adult Social Care and Health programme is provided as a separate report to this Committee; efficiency schemes relating to Public Protection are considered by the Community Safety Committee.
33. Following budget approvals by the County Council in February 2011, February 2012 and February 2013, the department is delivering savings and efficiencies totalling £65 million for the four-year period 2011/12 to 2014/15. Over the first two years of the programme (2011/12 and 2012/13), 94% and 97% of the savings targets have been met. There are currently 15 remaining savings and efficiency projects being delivered by the department.
34. Flexible staffing support is provided by the corporate Improvement Programme Office to assist with co-ordinating the programme of activity, and on discrete projects.
35. The department has been considering further savings and efficiencies proposals to be delivered from April 2014 to meet future funding shortfalls.
36. The Group Manager for Business Change and Business Support manages the department's business support functions which following rationalisation by 30% in 2011 is provided in a streamlined, flexible way and which is critical to the smooth and effective running of all frontline services.
37. Apprenticeships have been proactively promoted within the service to provide opportunities to young people. Compliance with the corporate Business Management System is also managed here. In addition, business support staff protect the property and pets of some service users, and arrange funerals in certain circumstances, under the National Assistance Act.
38. This area of service co-ordinates property development and management issues for the department, as well as supporting moves towards more flexible working practices through the corporate 'Ways of Working' project – one of the aims of which is to reduce costs by minimising the number of office buildings.
39. Risk, Safety and Emergency Planning is managed by this service for the department, allowing the authority to be resilient and to respond swiftly to emergencies; to continue to provide critical services and limit service disruption, and to ensure that all aspects of the department's work are run safely for both service users and staff.

## **Budget**

40. The budgeted gross expenditure for services within Joint Commissioning, Quality and Business Change is £42.7 million. Budgeted income is £54.2 million largely made up of £42 million of client contributions, £5.4 million of contributions to the Integrated Community Equipment Service (ICES) and £5.3 million income from Supported Employment schemes. The net budget for these services is therefore £11.5 million.
41. Out of a total budgeted gross expenditure on adult social care in 2013/14 of £310 million a sum of £56 million is spent on staffing, and capital charges of £1.2 million is spent on care



and support services. Of this sum an estimated £226 million (86%) is commissioned externally from the voluntary, independent and private sectors.

## **Key Challenges and areas for further development**

### **The Care Bill**

42. The Care Bill introduces wide ranging changes in the ways in which adult social care services are arranged. The changes include placing new duties and responsibilities on local authorities as well as extending existing responsibilities. Some of the extended responsibilities include:

- the provision of comprehensive information and advice about services in the local area to enable people to make decisions about their care and support, including independent financial advice
- a legal entitlement for carers to have an assessment and also to information, advice and support
- arranging and making available services that prevent, delay or reduce the need for higher levels of care and support
- supporting a market that delivers a wide range of high quality services so that people have choice of care and support services

43. The Bill also seeks to introduce a new national eligibility framework and a new single charging regime. The Department of Health has commenced two separate consultations in relation to these proposals and some of the Members of the Adult Social Care and Health Committee are involved in this work.

44. One of the key components of the Care Bill is the introduction of funding reforms based on the recommendations of an independent commission led by Sir Andrew Dilnot in 2011.

45. The majority of the new duties and responsibilities will need to be implemented with effect from April 2016 although some of the changes will take effect from April 2015. There are potentially considerable financial implications for the Council arising from the extended responsibilities and it is imperative that there is detailed understanding of the implications of these. The Council has therefore volunteered to be one of 11 local authorities involved in modelling the numbers of additional people who the Council may be required to support through the provision of information and advice or who will require social care assessments and financial assessments.

### **Integration with the NHS**

46. The Care Bill places a duty on local authorities to ensure their care and support functions are integrated with those provided by the NHS, to be in place by 2018. One of the key challenges for the department is to ensure effective integrated arrangements are in place with six different CCGs whilst at the same time ensuring a coherent and consistent approach across the County.

## Personalisation

47. In accordance with the personalisation agenda service users are allocated a Personal Budget so that they know how much money is available to them to meet their eligible social care needs. Increasing numbers of people are taking all or some of this money to arrange their care and support through a Direct Payment. In accordance with the White Paper 'Caring for Our Future: Reforming Care and Support' July 2012, work is underway with health and social care providers to ensure they are able to provide a range of services delivered in flexible ways to ensure that service users have choice and control over the services they receive.

## Safeguarding and Quality

48. The Care Bill establishes a legal framework for adult safeguarding, including the requirement for multi-agency Safeguarding Adults Boards. As detailed above, there is already a well-established multi-agency Safeguarding Board in Nottinghamshire. Nonetheless, safeguarding adults continues to be a central focus of work as the numbers of safeguarding referrals continues to rise in all areas of services. The Strategic Safeguarding Team seeks to ensure robust processes are in place to support people who are the subject of a safeguarding assessment and to ensure that risks are reduced and effectively managed. The service also continues to raise awareness across social care and health services and through community safety initiatives to help reduce risks of vulnerable adults being abused.

49. Concerns remain about the quality of some social care services within residential and nursing care and also in the services delivered to people in their own homes. The department continues to work with independent sector providers and with the CQC to address areas of concern and to ensure there are continuous improvements in the standards of care across all areas of service.

## Performance Reporting and Information Management

50. The department deals with vast amounts of data relating to services commissioned for 14,089 numbers of service users and carers and relating to over 400 independent sector providers. Various different IT systems are used to support the work of the department and these systems need to interface effectively with one another in order to enable effective oversight and management of the budget. At the same time it is important to eliminate or reduce the need for duplicate activities arising from the numbers of different systems that are in use.

51. One of the key challenges is to ensure that the data which informs the department's budget commitments, and its performance reports, is accurate and robust. Work is underway to provide greater confidence to the department in relation to data quality. These include:

- The establishment of a Data Inputting Team to input data relating to the commissioning of packages of care and support for service users and carers, releasing social care staff's time and enabling them to focus on their core duties
- an IT Systems Review Project is being completed looking at all existing information systems to ensure that they are efficient and effective in capturing, processing and reporting data. The Systems Review will identify the solutions which best meet the

department's requirements whilst at the same time recommending changes which will reduce duplication where possible

52. In 2012/13, the Department of Health issued guidance to local authorities in relation to proposed changes to statutory returns in relation to social care activities and costs. The Government has sought a number of changes to the information that local authorities should collate and report on. The department is in the process of implementing the changes that are required in order to collate the new data.

### Savings and Efficiencies

53. Whilst continuing to deliver the £65 million savings and efficiencies target for the four-year period 2011/12 to 2014/15, the department has been developing proposals and plans for further savings to be delivered from 2014/15.

### **Reason/s for Recommendations**

54. This report is for information only and there are no recommendations made.

### **Statutory and Policy Implications**

55. This report has been compiled after consideration of implications in respect of crime and disorder, finance, human resources, human rights, the public sector equality duty, safeguarding of children and vulnerable adults, service users, sustainability and the environment and ways of working and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

## **RECOMMENDATION/S**

1). It is recommended that Members note and comment on the contents of the report.

### **CAROLINE BARIA**

**Service Director, Joint Commissioning, Quality and Business Change**

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### **Constitutional Comments**

56. Because the report is for noting only, no constitutional comments are required.

### **Financial Comments (CLK 17/10/13)**

57. There are no financial implications contained in this report

## **Background Papers**

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

- a. [Caring for Our Future: Reforming Care and Support – July 2012](#)

## **Electoral Division(s) and Member(s) Affected**

All.

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