

# Corporate Policy and Strategy Committee

10am, Tuesday, 1 October 2013

## Progress Report on the Commissioning Strategy for Care and Support Services 2011-2016

Item number	7.5
Report number	
Wards	All

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# Executive summary

## Progress report on the Commissioning Strategy for Care and Support

### Summary

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The purpose of this report is to:

- i. seek the approval of the Committee for future progress reports to be made in respect of specific commissioning plans to the appropriate Committee of the Council
- ii. inform the Committee of progress in relation to:
  - implementation of the Commissioning Strategy for Care and Support Services 2011-2016; and
  - current and future developments, which may impact upon the delivery of the Strategy
  - improved engagement and communication between the Council, service users and service providers.

### Recommendations

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1. It is recommended that the Committee approve the proposal that future monitoring of the implementation of the Commissioning Strategy for Care and Support Services takes place through the reporting of progress on individual commissioning plans to the relevant Committee of the Council.
2. It is recommended that the Committee note:
  - a) the progress made to date in implementing the Commissioning Strategy for Care and Support Services
  - b) the future developments likely to impact upon the Commissioning Strategy for Care and Support Services
  - c) that further reports will be submitted to the Committee when the full implications of the integration of health and social care in respect of the Commissioning Strategy for Care and Support Services become clear.

### Measures of success

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The report details the progress that has been made since August 2011 in implementing the vision, principles, approach and intentions set out in the Commissioning Strategy for Care and Support Services 2011-2016.

## **Financial impact**

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There are no direct financial implications arising from this report.

## **Equalities impact**

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An Equality Impact Assessment on the Commissioning Strategy for Care and Support Services was undertaken in July 2011. Recommendations arising from this were integrated into the Commissioning Strategy, Care and Support Action Plan. The report details how the action plan is being taken forward.

## **Sustainability impact**

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The progress that has taken place in implementing the Commissioning Strategy for Care and Support Services has had a positive impact in terms of sustainability through:

- the commissioning of services to enable people with social care needs to remain living within the community wherever possible
- the use of a range of approaches, such as community benefit clauses, cooperatives and social enterprises to support the active engagement of communities in the planning and delivery of care and support services.

## **Consultation and engagement**

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Communication and engagement with people who use care and support services; and supporting and engaging with providers are two of the nine principles, which underpin the Commissioning Strategy for Care and Support Services. The report details the way in which service users, carers and service providers are actively engaged in the commissioning and procurement activity, which is taking place in relation to care and support services.

## **Background reading / external references**

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[Commissioning Strategy for Care and Support](#)

[Commissioning Strategy for Care and Support Progress Report August 2012](#)

## Progress report on the Commissioning Strategy for Care and Support

### 1. Background

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- 1.1 The Commissioning Strategy for Care and Support Services 2011-2016 was approved by Policy and Strategy Committee on 9 August 2011, with a commitment that progress reports would be submitted to the Committee on an annual basis. This is the second annual progress report. The previous report submitted to the Policy and Strategy Committee on 7 August 2012 detailed progress during the first year of the operation of the Strategy, and identified current and future developments, which may impact on implementation in the longer term.
- 1.2 The Commissioning Strategy for Care and Support sets out the vision, principles, approach and intentions to underpin all future commissioning activity undertaken by the City of Edinburgh Council, in respect of care and support services. These are detailed below:

#### **Vision**

*The Council wants to support children and adults of all ages to have dignity and choice to live as independently as possible and appropriate. We want to see people exercising as much control over their lives as they want or are able to, through to the end of life.*

*We are committed to the principles of self directed support, choice, personalisation, equality of opportunity and value for money, which form the building blocks for high quality, responsive services for all of Edinburgh's children and adults.*

*We will work in partnership with service users, unpaid carers and organisations in the public, voluntary and private sectors to deliver the aims of this strategy.*

#### **Principles**

- *Services to be personalised and offer choice*
- *Self management, promoting wellbeing and independence through to end of life*

- *Service users and unpaid carers are equal partners*
- *Communication and engagement*
- *Equality of opportunity*
- *Best value for all services*
- *Supporting our providers*
- *Assessment of benefit and risk in service redesign*
- *Promoting sustainable procurement by means of community benefits and social issues*

### **Approach**

The commissioning cycle adopted from the Social Work Inspection Agency's (SWIA) Guide to Strategic Commissioning (2009) has four distinct stages:

- i. Analyse – using available data regarding current service provision and likely future demand, together with information on national and local strategy, policy and priorities to inform decision making.
- ii. Plan – working with partners and stakeholders to create a vision of how services need to be shaped in the future.
- iii. Do – implementing the commissioning plans developed in the previous stage.
- iv. Review – monitoring and reviewing progress using an evidence based approach and making any necessary adjustments in the light of changing circumstances.

### **Intentions**

The action plan, which accompanied the Strategy, set out how it was envisaged that the principles would be embedded in commissioning practice and contained a number of statements of intent to act in a particular way rather than specific actions.

- 1.3 The implementation of the Strategy has been overseen by officers from Children and Families, Health and Social Care, Services for Communities and Corporate Services. The Checkpoint Group established to ensure the engagement of partners in the development of the Strategy has continued to meet and taken an active role in the implementation of the Strategy. The Checkpoint Group is chaired by the Director of Edinburgh Voluntary Organisations Council (EVOC),

with membership drawn from service users and carers and the voluntary and independent sectors.

## 2. Main report

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### **Progress in implementing the Strategy**

- 2.1 The commissioning cycle has been fully embraced by the Council and is applied to the commissioning and procurement of all care and support services, underpinned by the vision and principles from the Commissioning Strategy. The progress made in implementing the Strategy within each of the key services over the last 12 months is detailed below.

### **Adult Social Care**

A range of commissioning and procurement activity has taken place over the last 12 months within the various service areas that comprise adult social care. The examples below illustrate the ways in which the Commissioning Strategy for Care and Support Services is being implemented in practice:

2.2 The Joint Commissioning Plan for Older People 2012-2022

This has been produced in partnership between the Council, NHS Lothian, and the voluntary and independent sectors. A separate checkpoint group was established in respect of the plan with representation from partners, including service users and carers. This group was instrumental in developing the draft vision for the plan along with the engagement tools and materials used during the consultation. Prevention is a strong theme within the plan as is support for carers and; the provision of palliative/end of life care linking to the Lothian Palliative Care Service Redesign Programme. The plan has been subject to a period of 2 months public consultation following which, a report detailing the Council's response to the feedback received has been produced and made publicly available.

2.3 The Reshaping Care for Older People Change Fund

This has been progressed through a partnership involving the Council, NHS Lothian, the voluntary and independent sectors. All planning, decision-making (including option appraisals) and evaluation has been undertaken by the partnership. A rigorous evaluation framework has been jointly developed by the for all Change Fund projects, with a focus on outcomes for individuals. Communication and engagement with provider groups has been a strong focus for the Change Fund. Investment for voluntary sector organisations has been made available through the establishment of an 'innovation fund'. EVOC has provided support to organisations in applying for funding and in evaluating their projects. Evaluation Support Scotland also provided assistance in evaluation.

2.4 The step down service

The specification for the step down service was drafted in partnership with independent care home providers and focused on delivering a flexible service that meets the personal outcomes for service users and carers. Within the procurement process a clear indication was given that the service should be provided by the Independent sector and an information event was formally advertised using the procurement portal. Providers were asked to participate in dialogue sessions where they had the opportunity to discuss and develop proposals for delivery of this service before final submission of a tender. The tender documentation included specific questions about Community Benefit and Equalities. Clarity over the weighting applied to these aspects of the tender response, as well as quality and cost elements, was given in the procurement plan. An Equality Rights Impact Assessment (ERIA) was developed throughout the procurement process and informed the service specification.

#### 2.5 The Commissioning Plan for Social Care Day Services 2012 – 17

This plan, which was approved in June 2012, recognises the importance of the preventative services provided by unregistered day and lunch clubs and sets out how these services will be supported and developed further in each locality of the City. Local older people's forums and local partnerships – 'Keeping you in the Loop – Local Opportunities for Older People' will have a key role to play; increasing the voice of local older people and their carers in the development of their local community services as well as increasing the uptake of local community resources.

#### 2.6 Edinburgh Autism Strategy

This Strategy has been developed jointly across Health and Social Care and Children and Families within the Council, in respect of adults and children with autism who do not have a learning disability. The Strategy focuses on five priority areas:

- development of a care pathway
- better support on housing matters and the right kind of housing
- increased support in finding and sustaining employment
- individual outcomes leading to improvements in people's quality of life
- better training and increased awareness of autism

People with autism were directly involved in the development of the plan and the response to the recent public consultation is currently being analysed. Following this, feedback will be made available to the public.

#### 2.7 Women's Justice Centre

The Commission on Women Offenders, established by the Scottish Government in June 2011 and chaired by Dame Elish Angiolini, recommended that women's community justice centres should be established. Funding has been made available from the Scottish Government to establish three such centres across Scotland, one of which, the Willow Centre, will be in Edinburgh.

The Willow Centre is a joint venture between the City of Edinburgh Council, NHS Lothian and the Scottish Association for the Care and Resettlement of Offenders (SACRO). The remit of the centre will include the coordination of existing services and development of services in other local authority areas. The Willow Centre could be considered as an alternative to remand, perhaps with bail conditions to attend five times per week, for example. Service users are involved in the design of the service which will be in place by 1 April 2014.

#### 2.8 Carer's respite and short breaks for people with mental health problems

After review and consultation with service providers, service outcomes were agreed that support the joint strategy for people with mental health problems, 'A Sense of Belonging'. The service has been refocused from accommodation based services to those that engage with people earlier in their mental health pathway promoting both recovery and independence. This has also allowed the capacity of the service to be increased allowing more people who had been long term patients to have their needs met within the community.

#### 2.9 Carers' Strategy

Following a review of the previous carers strategy, 'Towards 2012', a new joint strategy for adult and young carers is being developed in partnership with NHS Lothian, carers and the voluntary sector. A period of 2 months public consultation will commence at the start of September the responses from which will be used to inform the development of commissioning plans.

### **Children and Families**

2.10 Since the Children and Families overarching Commissioning Plan was agreed in 2011, work has been ongoing to establish specific approaches across 7 service areas, which will form chapters in a final 5 year plan to be produced by the end of March 2014.

2.11 The responses to the consultation have been collated and a Council response is being prepared. The Checkpoint Group for Children and Families, which includes colleagues representing the Children's Partnership, Voluntary Sector and NHS Lothian, has been scrutinising the process of developing service specific approaches and the way they are being taken forward through the consultation period and beyond.

2.12 The development of each of the commissioning approaches reflects the work we will do to redesign our children and families services, so that we:

- shift the balance of resources from high end service provision to high quality, consistent early intervention approaches, so that through time, fewer children and young people need to be accommodated and looked after
- place early intervention\* at the centre of these priorities



- ensure we make best use of our resources so that we provide better value and quality and place best value at the heart of the commissioning approach.

*\*We define early intervention broadly to mean a focus on identifying and addressing issues at the earliest possible stage, as well as at an early age. Our commitment to early intervention is not restricted to early years' provision, but underpins all of our work, as exemplified in each of the commissioning approaches, which highlight the commitment to the Children's Services Delivery Model and GIRFEC.*

- 2.13 The above consultation lasted for 4 months to give people sufficient time to take part (with the agreement of the Children and Families Checkpoint Group). We are using a 'You said, we did' format to publicise the impact of feedback. Responses will be reported to the Education, Children and Families Committee for approval during 2013.
- 2.14 Early Years Change Fund priorities and references to the Capital Coalition Pledges will be emphasised in the final Children and Families Commissioning Plan.
- 2.15 Several of the actions from the Change Fund work have commenced in shifting the balance of care and are being incorporated into the Commissioning Plan. Changes in the area of Looked After and Accommodated Children, in particular, will be reported in due course.
- 2.16 The 5 year Commissioning Plan will then be developed with input from the Children's Partnership, the Checkpoint Group and the Council's Procurement Service during 2013, and presented to the Council for final approval by the end of March 2014.

### **Homelessness Prevention**

- 2.17 The implementation of the Homelessness Prevention Commissioning Plan is overseen by a Checkpoint Group to ensure that communications and engagement meet the needs of stakeholders. Since February 2013, the group has included service user representatives nominated through a reference group process. The consultation during 2013 on the proposals for advice and support services was done on a collaborative basis with stakeholders, particularly service users, being involved from the start. This approach has been highly productive and will be used for the future development of services to prevent people becoming homeless.
- 2.18 Commissioned services will be focused on securing personalised outcomes for individuals to address their particular experience of homelessness. Having a choice of from whom to receive a service and where to access it will also be integral to commissioning proposals for a range of advice and support services. People will be supported towards independent living with greater use being made of befriending and mentoring services.

- 2.19 Commissioning of new services will take a Best Value approach to ensure the Council receives high quality services at reasonable rates. Current and potential providers have been involved in the consultation undertaken to date and this engagement is seen as essential as service proposals are developed. This is particularly relevant as there are risks in redesigning and reshaping services to work in a more preventative way to help ensure people do not become homeless and avoid repeat instances of homelessness.
- 2.20 The homelessness strategy focuses on preventing homelessness wherever possible. Since 2005/06, annual homeless presentations have declined by 13%. However, more than 4,000 people still present as homeless each year and many of them require temporary accommodation. The length of stay in temporary accommodation is increasing. This is partly due to the shortage of affordable housing in the city and is exacerbated by welfare reforms which limit the options for some households.
- 2.21 Temporary accommodation is expensive to provide and is not ideal for many households. Welfare reform and changing subsidy arrangements for temporary accommodation will change the financial model for providing this accommodation. Welfare reforms also mean that more people may need advice and support to help them keep their home or manage a move to a more suitable home.
- 2.22 The best way to deal with these challenges is to direct resources at prevention so that people do not become homeless or experience repeated instances of homelessness.
- 2.23 Current services tend to be reactive and respond once a crisis has happened. Early intervention is required at the first signs of a developing crisis and this will include mediation services both with families to prevent young people having to leave home and with landlords to prevent the breakdown of tenancies. The Council's internal housing support services have been reorganised to help address these requirements and proposals for commissioned advice and support services will be reported to Health, Wellbeing and Housing Committee on 12 November 2013.

### **Checkpoint Group Review**

- 2.24 A review of progress on the implementation of the Commissioning Strategy for Care and Support Services and the role of the Checkpoint Group was undertaken by the Checkpoint Group for the Strategy in May 2013. The Group felt that good progress had been made and that there had been a significant improvement in the engagement between the Council, service users and providers of care and support services.
- 2.25 In terms of the role of the Checkpoint Group itself, it was agreed that the group had fulfilled the original remit with the only outstanding item being the ongoing independent evaluation of the Strategy. It was also recognised that the Strategy itself is now being delivered through individual commissioning plans which have separate checkpoint groups in place. However, there is a reluctance to lose the

expertise built up within the group and it has therefore been agreed that the future role of the Checkpoint Group itself be reconsidered with a view to it continuing with a revised remit.

### **Developments which may impact on the Commissioning Strategy**

- 2.26 The progress report submitted to members in August 2010 identified three developments, which may impact on the Commissioning Strategy for Care and Support Services:
- personalisation and self-directed support
  - joint strategic commissioning
  - integration of health and social care
- 2.27 A significant amount of work has taken place over the last year in order to identify the implications of personalisation and self-directed support in terms of commissioning and procurement. In respect of the Commissioning Strategy for Care and Support Services there is a clear synergy with the drive to deliver increased independence, choice and control for people and the focus on personal outcomes rather than outputs. Whilst the emphasis of commissioning may move towards market facilitation and co-production the principles within the Strategy are forward looking and remain relevant and appropriate. The 'commissioning cycle' adopted in the Strategy will continue to be used although it may need to be further developed to encompass the increased involvement of service users and providers in commissioning and procurement activities.
- 2.28 The first step in moving towards this new way of working has been the production of the draft Market Shaping Strategy, which was approved for consultation by the Health, Wellbeing and Housing Committee on 18 June 2013 and launched on 5 July 2013. The Market Shaping Strategy sets out how, based on a good understanding of need and demand, the Council plans to work with providers, service users, carers and other stakeholders to ensure there is a diverse, appropriate and affordable variety of support available to meet health and social care needs in Edinburgh, and help people achieve the outcomes they want for themselves, now and in the future.
- 2.29 The drive towards joint strategic commissioning across health and social care is a key part of the Scottish Government's proposals for the integration of health and social care. The Public Bodies (Joint Working) (Scotland) Bill places a requirement on the 'integration authority' for each local authority area to prepare a strategic plan covering a three year period and reviewed annually. The plans will set out the arrangements for carrying out integration functions and detail how these arrangements will contribute to the achievement of the national health and wellbeing outcomes over the three year period. The implications of this

requirement are not yet clear and will be the subject of a future report once further guidance is available.

### **Future progress reporting**

- 2.30 In the two years since the Commissioning Strategy for Care and Support Services was approved, the vision, principles, approach and intentions set out within the Strategy have become embedded in commissioning and procurement practice. The implementation of the Strategy is now being driven forward through a number of separate commissioning plans with separate checkpoint groups in place to ensure adherence to the overarching strategy. Progress against these plans and indeed future commissioning and procurement activity are reported to the relevant Committee of the Council as a matter of course.
- 2.31 It is therefore proposed that the annual report to Corporate Policy and Strategy Committee on the on the implementation of the Commissioning Strategy for Care and Support Services should be replaced by the following arrangements:
- assurance regarding the ongoing implementation of the Strategy in day-to-day commissioning practice within each service area should be provided through the existing reporting arrangements, i.e.
    - reports regarding commissioning for homelessness prevention for care and support services in relation to adult social care will be submitted to the Health, Wellbeing and Housing Committee
    - reports regarding children and families commissioning plans will be submitted to the Education, Children and Families Committee
    - reports regarding the commissioning of care and support services, which fall within the remit of more than one committee will be submitted to Corporate Policy and Strategy Committee
  - any developments which impact on the overall implementation of the Commissioning Strategy for Care and Support Services, for example personalisation and health and social care integration will be reported to the Corporate Policy and Strategy Committee.

## **3. Recommendations**

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- 3.1 It is recommended that the Committee approve the proposal that future monitoring of the implementation of the Commissioning Strategy for Care and Support Services takes place through the reporting of progress on individual commissioning plans to the relevant Committee of the Council.
- 3.2 It is recommended that the Committee note:
- a) the progress made to date in implementing the Commissioning Strategy for Care and Support Services

- b) the future developments likely to impact upon the Commissioning Strategy for Care and Support Services
- c) that further reports will be submitted to the Committee when the full implications of the integration of health and social care in respect of the Commissioning Strategy for Care and Support Services become clear.

## Peter Gabbitas

Director of Health and Social Care

## Links

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<b>Coalition pledges</b>	<p>P1 - Increase support for vulnerable children, including help for families so that fewer go into care</p> <p>P8 - Make sure the city's people are well-housed, including encouraging developers to build residential communities, starting with brown field sites</p> <p>P28 - Further strengthen our links with the business community by developing and implementing strategies to promote and protect the economic well being of the city</p> <p>P33 - Strengthen Neighbourhood Partnerships and further involve local people in decisions on how Council resources are used</p>
<b>Council outcomes</b>	<p>CO3 - Our children and young people at risk, or with a disability, have improved life chances</p> <p>CO5 - Our children and young people are safe from harm or fear of harm, and do not harm others within their communities</p> <p>CO10 - Improved health and reduced inequalities</p> <p>CO11 - Preventative and personalised support in place</p> <p>CO12 - Edinburgh's carers are supported</p> <p>CO13 - People are supported to live at home</p> <p>CO14 - Communities have the capacity to help support people</p> <p>CO15 - The public is protected</p> <p>CO16 - Well-housed – People live in a good quality home that is affordable and meets their needs in a well managed Neighbourhood</p> <p>CO23 - Well engaged and well informed – Communities and individuals are empowered and supported to improve local outcomes and foster a sense of community</p> <p>CO24 - The Council communicates effectively internally and externally and has an excellent reputation for customer care</p>

CO25 - The Council has efficient and effective services that deliver on objectives

CO26 - The Council engages with stakeholders and works in partnership to improve services and deliver on agreed objectives

CO27 - The Council supports, invests in and develops our people

**Single Outcome Agreement**

SO1 - Edinburgh's Economy Delivers increased investment, jobs and opportunities for all

SO2 - Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health

SO3 - Edinburgh's children and young people enjoy their childhood and fulfil their potential

SO4 - Edinburgh's communities are safer and have improved physical and social fabric

**Appendices**