

Meeting:	Cabinet
Date:	15 May 2008
Subject:	Adults and Housing Transformation programme
Key Decision:	Yes
Responsible Officer:	Paul Najsarek, Corporate Director, Adults & Housing
Portfolio Holder:	Adults and Housing (subject to Annual Council on 8 May 2008)
Exempt:	No
Enclosures:	Adult & Housing Transformation Programme Plan

## Section 1 – Summary and Recommendations

This report presents to members the Adult & Housing Services 3-year Transformation Programme Plan (TPP) - a comprehensive strategy to renew, realign and enhance services to ensure they meet the future needs and aspirations of the people of Harrow.

**Recommendations:** Cabinet is asked to:

1. Endorse the proposed programme
2. Delegate authority to the Corporate Director, Adults & Housing, to initiate the implementation of the TPP.

**Reason: (For recommendation)**

The TPP sets out the road map for the Council to revolutionise Adult & Housing Services to meet the challenges of new thinking on social care and housing, which are focused respectively on empowerment of the individual and support for independent living, and prevention of homelessness and sustainability of tenancies for those housed . To this end, the plan is framed around the requirements of national and local statutory documents including:

- “Our Health, Our Care, Our Say” White Paper
- National Housing Agenda
- National Performance Framework Guidance
- Government Office London Targets

- Local Area Agreement

The TPP sets out the framework which will enable Harrow's Adult & Housing Directorate to achieve a radical improvement in its national performance assessment rating and meet its aspiration to be assessed as providing an excellent service.

## **Section 2 – Report**

### **2.1 Introduction**

The Adults & Housing Transformation Programme Plan addresses the Council's vision to

- V1 Satisfy our customers
- V3 Transform our living and working environment
- V5 Listen to and care for people who need our help

and contribute to its priorities to:

- Improve care for adults and children who most need our help
- Improve the way we work and provide value for money

It also will also provide the vehicle for delivering the following flagship actions:

- Carers Breaks (Adults)
- Choice and Control (Adults)
- Improve Housing Repairs

There is acknowledgement that there have been capacity concerns in Adult Social Care in the past. The TPP will help to ameliorate some of the capacity issues by providing sufficient focus on priority areas to enable best use of staff resource within the service to deliver change. In addition the TPP is a cross cutting initiative that will require the full support of the Council as well as from external key strategic partners. The programme will also manage the capacity to deliver through strengthen partnerships; investment as part of the MTBS; strategic engagement with Capita particularly in relation to maximising efficient use of resources; and through the development of internal competencies as an added value element over the next three years.

### **2.2 Background**

2.2.1 Adult & Housing Services have had a challenging history arising from a combination of budgetary pressures, performance challenges and a low level of engagement with the Council in its corporate strategic planning. On the financial front, Adult Social Care has been perceived as a purely needs-driven service with little control over its budget, dealing with expenditure on a reactive rather than proactive basis. The service has also been affected by the additional financial constraints that have existed within Harrow PCT which has meant that the potential efficiencies through partnership working have been difficult to achieve. The image of the service has also suffered from the issues relating to the Fair Access to Care Services (FACS) criteria and the legal challenge to Harrow. It has not been to the benefit of either Adult or Housing services that corporate priorities have not made an explicit reference to them and they have not been part of the LAA. With regard

to performance Adult Social Care has consistently been rated by the Commission for Social Care Inspection as a one star service with poor prospects for improvement since the inception of the inspection regime.

2.2.2 The position is now changing and the Council has now recognised that Adult and Housing Services are critical elements of the corporate vision and service promise. They now inform one of the corporate priorities and are a key part of the LAA. The TPP lays the foundation for achieving the vision for the future. It sets out a cohesive strategy for the newly combined Adult (Social Care) and Housing Services to deliver improved outcomes for Harrow residents in need of support as a result of health, social care or housing issues. It is *not* an additional plan for Adults and Housing but brings together the priorities from existing plans and ensures that all relevant national and local drivers are addressed. It guarantees a joined-up approach to delivery, which will use resources more efficiently, provide better customer care and choice and increase satisfaction with service outcomes. The plan has been developed with the assistance of Christa Wiggins, a Department of Health (DH) consultant, and has been presented to a Checkpoint meeting with the DH, the Commission for Social Care Inspection (CSCI) and Government Office for London (GoL). It also has the full support of Harrow PCT and voluntary sector partners.

## 2.3 National and Local Drivers

### 2.3.1 The TPP reflects the national requirements for adult social care set out in the “Our Health, Our Care, Our Say” White Paper, in particular:

- Modernisation of Day Opportunities with more engagement of partner agencies
- Self-Directed Care
- Empowerment and Engagement
- Individualised Budgets
- Wellbeing & Prevention

These policy initiatives are aimed at maximising choice, control and independence so that people in need of support will:

- use self-assessment or person-centred planning to determine how their needs can best be met
- have available to them a choice of agencies, whether statutory, private or voluntary sector agencies from which to select or directly purchase services

This approach cannot be delivered without fundamental review of current approaches to the commissioning and delivery of services.

2.3.2 Choice and promotion of independence is also key to the housing aspects of the TPP which take account of the February 2008 White Paper “Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Aging Society” and local housing strategy. In particular, the TPP picks up:

- Meeting the housing needs of older people
- Adapting homes to meet the needs of people with disabilities

It also addresses other national priorities for:

- Reducing homelessness
- Strengthening and enhancing the Supporting People programme.

The TPP will contribute to the Council's objectives for Harrow to improve the way Adult and Housing Services work and provide value for money, and to build on existing strong and cohesive communities. Although in principle it is not about place shaping, the long term housing plan for Harrow will reflect the needs of people with disability, mental health problems and the vulnerable elderly and contribute to the agenda for affordable housing, estate regeneration and the development of the neighbourhood resource centres.

2.3.3 This transformation programme assumes that the Borough will continue with its current policy of meeting critical and substantial care needs. We are able to do this because the Council's financial management has improved the financial position significantly over the last few months. This transformation programme will also deliver efficiency savings which will reduce the need to make savings in other ways. In addition the government has announced a review of the national framework of eligibility criteria. All councils will need to consider their policy in relation to any national changes.

More broadly during the consultation on our FACS criteria and the subsequent judicial review a number of issues came to light:

- inconsistent management practice and unclear communication in the service
- the need to raise awareness of the DDA with decision takers
- the need to update care management training to ensure thorough knowledge of DDA and Human Rights Act implications for adult services.

Lessons have been learned from these issues and action taken:

- All members have had the opportunity to be trained on DDA.
- The council's policy on FACS has been clearly communicated to all staff.
- Training has been provided to care managers to ensure their practice is in line with the developing law on Disability and Human Rights

2.3.4 Valuable lessons were learned from the consultations carried out last year with a wide range of service users and carers about the services people wanted access to and the control they wanted about the provision of these.

2.3.5 The TPP will help manage and control future pressures based on predicted demographic growth and increased demand, by establishing more efficient ways of working; improved partnership

working with statutory partners; and defining where the core business of Adult and Housing Service needs to be positioned in line with the change agenda.

## **2.4 Service Improvement**

2.4.1 The need to drive through and maintain continuous service improvement is a key aspect of the TPP and its ultimate aim is to achieve an excellent rating. For this reason, the plan incorporates the learning from a number of statutory inspections and service reviews as well as taking account of national and local targets.

- The last CSCI Annual Performance Assessment of Harrow's Adult Services in October 2007 accorded them a one-star rating and identified a number of key areas for improvement. These are built into the programme areas of the TPP.
- An improvement plan arising from the CSCI Inspection of Independence, Well-being and Choice conducted in January 2008 of Harrow's Adult Services has been developed and linked to the TPP.
- Work on the TPP has also been underpinned by a commitment to ensuring that services will score well when assessed against the new National Indicator Set introduced from April 2008, so the plan is framed to address its key requirements.
- The TPP provides a vehicle through which to deliver the areas of Adult and Housing service activity prioritised in the proposed update of Harrow's LAA. The following areas are a indication of some of the targets that are contained within the revised agreement. :
  - Increase independent living for older people
  - Identify and provide support to carers
  - Users to direct their own care
  - Increase provision of affordable housing
- The 2007 CSCI report on Harrow's Adult Services identified significant areas for improvement in the management of resources, some of which arose from difficulties in financial negotiations with the PCT but others reflecting the need for improved systems and achievement of efficiency gains. It was assessed as having uncertain prospects for improvement in commissioning and use of resources. The Directorate has already improved its financial position by remaining within the 2007/8 budget and achieving some economies without affecting service delivery. The TPP will maintain the momentum of this improvement by addressing:
  - Working practices including the effectiveness of IT systems and Access Harrow
  - People, partnership and capacity building
  - Maximising financial resource

There are plans to revitalise and consolidate the working relationship with the PCT during 2008/9 by strengthening the commissioning

requirement for Learning Disability and Mental Health Services. The intention is for the improved arrangements to be agreed and in situ by 1<sup>st</sup> April 2009, with lead responsibilities of each partner defined.

- 2.4.2 Adults & Housing Services are confident that that, by addressing past and future performance needs within the TPP, they will significantly improve outcomes for Harrow residents.

## **2.7 Staffing Implications**

2.7.1 The policy drivers identified in Section 2.3 have implications for staff involved with the commissioning and delivery of adult social care services. The focus of community care management roles since the NHS and Community Care Act (1990) has been on assessment of need and commissioning of care packages although there has been in shift in recent times to person-centred planning. Self-assessment and self-directed care give greater control of decision-making to the people who need assistance or support. As a result, the role of community care staff will need to be reviewed, and developed. In addition, the push for increased take-up of direct payments and individualised budgets means that the Council's approach to contracting, which has used block purchases to achieve economies of scale, will no longer be appropriate. This change could impact on staff in the commissioning and contracting areas of Adult services. As the Council moves towards a facilitator role for self directed care, there will be a much greater emphasis on providing leadership to help develop the local market through strategic commissioning, and taking responsibility for managing and monitoring quality of local providers.

2.7.2 In the light of these impacts, Human Resources work forms a major activity area of the TPP and incorporates:

- Workforce Strategy
- Recruitment & Retention
- Staff Training & Development
- Engagement of staff and trade unions in transformation

## **2.8 Consultation**

2.8.1 In the light of the wide-ranging internal and external implications of the TPP, it will be essential to ensure that information about it is disseminated widely and that all interested parties are effectively engaged. The DH, CSCI and GoL have already been briefed and indicated their broad support. Harrow PCT and Voluntary Sector organisations including HAD, Harrow Mencap, MIND in Harrow, Age Concern, HAV, Crossroads participated in the development of the draft document and have provided valuable feedback.

2.8.2 The plan incorporates a Communication/Engagement Strategy which will ensure that information about the TPP is shared and that consultation arising from particular work streams is addressed. The strategy encompasses all key stakeholders including service users, carers, the public, staff, trade unions, representatives of service users and carers, partner agencies, elected members and the local and national media. It will utilise a range of approaches to ensure that it is

effective at all levels. An initial consultation exercise with service users to raise awareness of the TPP was part of a recent conference that was held on self directed support, specifically for service users and carers. The feedback to date has provided useful comments and suggestions and there will be further engagement taking place before the Cabinet meeting in May.

2.8.3 A number of structural arrangements are already in place for discussion with partners and some of these are attended by service user and carer representatives. They include the Harrow Strategic Partnership Board, the individual service based Partnership Boards. Within operational services, area and team meetings will provide opportunities for briefings and discussion with staff. In addition, focussed meetings of managers, staff, union representatives and Human Resources advisers will be set up as appropriate. Newsletters will also provide regular updates on the progress of the transformation project.

2.8.4 The process of initial consultation has already started on the content of the draft TPP document and the initial feedback is encouraging with early indications of support for the approach. A summary of the feedback includes:-

- Voluntary sector representatives are supportive in principle of the Transformation Programme, and have indicated a willingness to be involved in the more detailed planning stages to help the Council move towards more user centric ways of working, as well as an opportunity to promote the values the voluntary sector can bring to the self directed care agenda.
- A good representative number of Service Users have had briefings using appropriate user friendly communication methods, and were supported by voluntary sector organisations to ensure good understanding of the key themes. The initial response to Programme Area's 1 and 3 has been highly encouraging and suggests that gaining user involvement in the planning and piloting phases will be well supported, and will improve communications, with the early request for support in the form of workshops, newsletters and briefings over the duration of the Programme.
- The Trade Unions have had a copy of the draft Transformation Programme as well as a briefing attended by UNISON. The early engagement has aided understanding of the scope of the Programme, and the Trade Unions have requested regular communications over the period of the Programme to ensure their members views are represented during the change process, in line with the Communication Plan in Section 3 of the document.
- The PCT Chief Executive and Management Team have been involved in the initial consultation and there is in principle support to work collaboratively in those areas of the Programme where the outcomes are improved joint working arrangements leading to better outcomes, and more efficient ways of working.

## **2.9 Equalities Impacts**

The purpose of the TPP is to improve service outcomes for all service users. The monitoring of equalities impacts will be fundamental to all of the activity areas of the TPP and will be built into the relevant work streams.

In addition the emphasis on person-centred planning and self-directed care will promote the interests and independence of people with disabilities in accordance with Section 49 A of the Disability Discrimination Act (1995).

## **2.9 Community Safety**

The TPP will contribute to community safety by:

- Providing more support for people with disabilities to live independently
- Developing more Extra Care Housing for older people
- Reducing homelessness
- Strengthening safeguarding measures to protect vulnerable people through improve multi agency approaches
- Reducing drug and alcohol misuse

## **2.10 Legal comments**

No legal comments.

## **2.11. Financial Implications**

The TPP is predicated on the Council approved budget for 2008/09 and can be contained within existing resources. This includes the new, ringfenced Social Care Reform Grant being made available over the next three years to help councils with social care responsibilities to redesign and reshape their systems to deliver the radical reform of social care and to enable users to direct their own care.

The programme of Self Directed Support reflects a significant change in the way that services are provided. The pilot will ensure that any risks identified can be minimised before the full roll out of the programme.

The overall programme will be closely monitored and should the development of the plan identify any pressures not previously anticipated, these will be reported through the monthly monitoring process, addressing the actions required to bring the expenditure back in line with the budget.

## **2.12. Performance Issues**

The TPP comprises of both work that is already in progress and new areas of activity. As a result there are a number of work streams that will require more detailed work on aligning the stated outcomes to



existing national and local performance indicators, to evidence improvement. This will be achieved following the processes laid out in the Harrow Project Management Toolkit.

The TPP sets a range of targets for improved performance to meet the requirements of the “Our Health, Our Say, Our Needs” White Paper and address the performance issues identified in the recent Safeguarding & Wellbeing Inspection and the last Comprehensive Assessment Performance review. In addition, by basing the targets on both established performance measures and key indicators from the New National Indicator Set, it establishes solid building blocks for achievement of 3 out of 4 rating in the new Corporate Area Assessment (CAA). Examples of the targeted improvements in Adult Social Care and Housing services which underpin the TPP are listed below for each service together with some generic indicators relating to quality assurance measures. Where possible, reference is made to current performance. A number of the indicators are under development and will be refined and reviewed as the plan progresses.

### 2.12.1 Adult Social Care

- NI 141 Number of vulnerable people supported to maintain independent living – baseline is yet to be established, provisional target to increase by 10% for each year of the TPP 2009-2011.  
*Current rating by CSCI: Orange (Ask Questions) for previous indicator set:*  
*C29 Numbers of Physically disabled people helped to live at home*  
*C30 Numbers of People with learning disabilities helped to live at home*  
*C32 Numbers of Older people helped to live at home*
- NI 130 and LAA D130 Number of social care clients receiving direct payments to be increased. New baseline to be established due to recent change in definition.  
*Current rating by CSCI: Light Green (Good)*
- Service User Satisfaction level to increase. Baseline is being established.
- 100% of young people going through transition to adult services to have a personal plan by March 2010.
- 100% social workers trained on completing Person Centred Plans (PCPs) by April 09
- Increase for all service users with PCPs by 50% by March 2010
- N135: Carers receiving needs assessment or review and a specific carer’s service, or advice and information above average for Outer London Authorities by March 09. This area is also an LAA target.  
*Current rating by CSCI: Light Green (Good)*
- Admissions and re-admissions to hospital reduced by 5% 07/08 and reviewed annually. (Joint target with PCT)

- Individual action plans for all service users making a planned move to supported living in place by March 09

### 2.12.2 Housing

- 46 units of new Extra Care Housing built & let at Richards Close by October 2010
- Increase in the numbers of housing applications for people with a long term disability by 25% by March 2009
- Increase Housing Allocations for people with a long term disability by 20% by July 2009
- No more than 646 homeless households in temporary accommodation by March 2010
- Reduce individual's drug and alcohol use. 4% reduction in PDU each year

### 2.12.3 Cross-Cutting

- No more than 12% of Stage 1 complaints to proceed to Stage 2. Baseline information is being finalised.
- Quality Assurance Framework in Place March 09
- Achievement of accreditation for QA Framework e.g. ISO 9000 or EQFM by 2010

## Section 3 - Statutory Officer Clearance

<p>Name: Donna Edwards</p> <p>Date: 23 April 2008</p>	<input checked="" type="checkbox"/>	<p>on behalf of the Chief Financial Officer</p>
<p>Name: Helen White</p> <p>Date: 23 April 2008</p>	<input checked="" type="checkbox"/>	<p>on behalf of the Monitoring Officer</p>

## Section 4 – Performance Officer Clearance

Name: Tom Whiting



on behalf of the\*  
Divisional Director  
(Strategy and  
Improvement)

Date: 23 April 2008

## Section 5 - Contact Details and Background Papers

Contact: Howard Tomlin, Director, Integration & Partnerships,  
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Background Papers: Draft Adult & Housing Transformation Plan  
2008 – 2011