

# EAST AYRSHIRE COUNCIL

CABINET: 17 SEPTEMBER 2008

## SOCIAL WORK SERVICES COMMISSIONING STRATEGY 2008-2011

### Report by the Executive Director of Educational and Social Services

#### 1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to seek approval for the Social Work Services Commissioning Strategy.

#### 2. BACKGROUND

- 2.1 When the National Health Service and Community Care Act, 1990 was implemented it set out the legislative context for the ongoing provision of social care services in a mixed economy of care. The view was that this mixed economy of care was appropriate, provided choice for service users and ensured value for money.
- 2.2 Commissioned services have grown as the shift in balance of care from an institutionalised setting to a community setting has developed. This is within the context of the re-provisioning of hospital services and the reduction in continuing care beds. It is also recognised that adults with learning disabilities and physical disabilities can be supported appropriately within their own communities. The need for specialist services within Children and Families has developed and there are demographic changes associated with an ageing population.
- 2.3 There has been a shift in the balance of resources between those directly provided by East Ayrshire Council and those commissioned, whereby now 50% of the services are externally commissioned. Since East Ayrshire Council was established, services have been commissioned appropriately and in many senses have been commissioned in partnership with service users involvement in the commissioning process. The balance of the services commissioned has generally been set out within the Joint Strategic Plans associated with children and young people and community care services. To date, however, there has been no overall commissioning strategy to support the development of purchased services.

#### 3. THE PURPOSE OF THE COMMISSIONING STRATEGY

- 3.1 Commissioning can be defined as *“The activity of assessing needs, resources and current services, and developing an approach that makes best use of the available resources to meet identified needs. Commissioning requires a clear understanding of desired outcomes and the linking of overarching strategic directives to those outcomes.”*
- 3.2 The key aims of the Strategy are set out below;
- to further the understanding of commissioning practices across East Ayrshire;
  - to provide a clear statement of intent for the next 3 years which is clearly aligned with the objectives and priorities of agreed strategic joint strategies and plans;
  - to achieve better value in service quality;
  - to promote effective and efficient commissioning for a sustainable mixed economy of care.

**3.3** A copy of the Strategy is appended to this report.

**3.4** Some of the challenges associated with taking the Commissioning Strategy forward include:

- understanding and meeting ever more complex levels of need;
- sustaining and maximising choice;
- shaping procurement and tendering processes to support person centred services;
- ensuring sustainable services through balancing quality and cost;

**3.5** Integral to the commissioning process is developing an understanding of service needs. The increase in demand for Social Work Services is particularly acute due to a number of factors including demographics, level and complexity of need, increasing cost and rising public expectations. An understanding of these needs is set within the overall context of community planning and the development of key statutory planning documents.

**3.6** Over the next three years the Strategy will seek to consider commissioning issues within the context of the wider Educational and Social Services Department.

#### **4. PERSONNEL IMPLICATIONS**

Nil

#### **5. LEGAL / POLICY IMPLICATIONS**

Nil

#### **6. RISK MANAGEMENT**

**6.1** Social Work Services are delivered within a mixed economy of care. Commissioning is progressed in line with the key strategic priorities in respect of Social Work Services along with all associated standing orders and financial regulations relating to procurement in local government.

**6.2** The absence of a Commissioning Strategy would not impede the commissioning of services however it provides the overall strategic context for commissioning over the next three years.

#### **7. COMMUNITY PLANNING**

**7.1** The Strategy is set within the context of community planning.

## **8. RECOMMENDATIONS**

8.1 It is recommended that members of Cabinet:-

- (i) approve the Social Work Services Commissioning Strategy for 2008-11 subject to an Integrated Impact Assessment; and
- (ii) otherwise note the contents of this report.

**Graham Short**  
**Executive Director of Educational and Social Services**  
**11 September 2008**  
**Enc (1)**

### **LIST OF BACKGROUND PAPERS**

**NIL**

**IMPLEMENTATION OFFICER: KAY GILMOUR, ACTING EXECUTIVE HEAD OF SOCIAL WORK**

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EAST AYRSHIRE COUNCIL

DEPARTMENT OF EDUCATIONAL AND SOCIAL SERVICES

**DRAFT SOCIAL WORK SERVICES COMMISSIONING STRATEGY**

**2008 - 11**

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## **Part 1 – THE STRATEGIC CONTEXT**

### **Introduction**

Commissioning of services is one of the most important functions in modern day Social Work services. One of the reasons for this has been the shift in national policy and legislation which can be traced back to the NHS and Community Care Act 1990. This legislation marked the beginning of the shift from institutionalised care to community care and created the notion of a mixed economy of care whereby Local Authorities were no longer to be the sole providers of services. The view was that a mixed economy of care was a better model of service delivery as it provided choice for service users and ensured best value for Local Authorities.

The context in East Ayrshire is that we currently spend £31 million of our £62 million annual budget on externally commissioned and purchased services.

As a consequence of the levels of resource that East Ayrshire commits to the independent sector it has become an increasing responsibility of every Care Manager, Team Manager, Service Manager with the support of the Commissioning and Contracting Team to ensure that the services East Ayrshire Council purchases on behalf of our service users meet their needs, improves the quality of their lives and provides value for money. The development and maintenance of these relationships between the Commissioning Team and operational colleagues are critical to the success of this strategy.

### **Purpose**

At any time in their lives anyone can find themselves or a family member in need of a support service. If a need is assessed it is the responsibility of Social Work services to meet that need whether that be for foster care, care at home support, care home or for advocacy. It is the responsibility of Social Work services to ensure that the resources that we have are managed as effectively as they can possibly be so that the most diverse range of needs can be met. This strategy sets out how this will be achieved.

The strategy will lay out East Ayrshire Council's vision and approach to strategic commissioning over the next 3 years. It will set out an annual action plan and it will also detail the key achievements and challenges the Service faces in securing effective and high quality purchased services. It covers the whole span of Social Work service provision that we currently provide across community care, children and families, criminal justice and addictions.

Over the three year period it is intended that the Strategy will seek to consider commissioning issues within the context of the wider Educational and Social Services Department.

## **What is Commissioning?**

When writing this strategy and starting to ask people what they thought should be in a commissioning strategy, there was a mix of reactions from puzzlement about what commissioning is to people having notions that it relates to contracts, buying services, tendering. It is all of those things and a bit more. One of the most commonly used definitions is as follows:

*Commissioning is the activity of assessing needs, resources and current services, and developing an approach that makes best use of the available resources to meet identified needs. Commissioning requires a clear understanding of desired outcomes and the linking of overarching strategic objectives to those outcomes.*

It is basically about understanding needs and that they are always changing, and arranging services to meet need. In doing that, ensuring that contracts are in place for services, finding out what types of services work, knowing how much they cost so that they can be delivered as cost effectively as possible.

Commissioning is an integral aspect of operational service delivery within the Social Work services and as such should be a key influence in every strategy and operational plan within the service.

## **Key Aims**

The key aims of the strategy are as follows:

- that it furthers understanding of commissioning practice and process across East Ayrshire
- it provides a clear statement of intent for the next 3 years which is clearly aligned with the objectives and priorities of agreed joint strategies and plans
- promotes effective and efficient commissioning within a sustainable mixed economy of care

## **Key Challenges**

There is no denying that the commissioning agenda is an ambitious one and there are some competing challenges and priorities which have to be understood and considered. These include:

- understanding and meeting ever more complex levels of need
- sustaining and maximising choice
- shaping procurement and tendering processes to support the delivery of person centred services
- ensuring sustainable services through balancing quality and cost

## **Consultation and Engagement**

There is a strong commitment to promoting stakeholder involvement and participation within the planning and commissioning processes. Listening to service users, their families and carers is critical to the Service's ability to provide services that meet service user need and demographic demand.

We know from consultations over the years that people want services that:

- are person centred and responsive to changing needs;
- offer choice and flexibility;
- are accessible ;
- help people achieve their potential;
- help people live safely

Work is currently underway in respect of seeking the views of children and young people who are looked after and accommodated away from home. Once this is completed it will inform the next stage of developing action plans to accompany this strategy. Other client group consultations will be ongoing.

Within Community Care services there are a number of well established mechanisms and forums that enable service user and carer involvement in outlining their views on the services they receive to the services they would like to see developed.

This includes VIP partners which is East Ayrshire's approach to partnership working within learning disability services.

The main aims of VIP partners is to provide a framework for consultation and to promote open discussion and partnership working on service development. Within mental health a local service user and carer involvement group is supported. It has representatives from users, carers and partner organisations. Within Older People's Service there are five local Older People's Forum's (now subsumed within the Equalities Forum) and an annual conference that provide regular feedback on service users views on services.

There is a well established advocacy service which provides individual advocacy across care groups as well as assisting the Council with consultations.

In terms of involvement of carers, there are a number of groups of carers that are supported by Royal Princess Carers Trust, and including KIN which is a group of parents of adults who have learning disabilities.

As the action plan is developed which will form the second part of the strategy, further more specific consultation will take place with services users, carers, and key stakeholders.

## **Equalities**

The Council fully recognises the many barriers faced by people with disabilities, people from ethnic minorities and issues which are gender specific. All service users have the right to the same quality of, and access to services. Social Work ensures that all services are person centred and a needs assessment of individuals irrespective of their race, disability and gender carefully considers social issues, improvements to physical access, changing personal attitudes, and understanding different cultural needs.

Moreover the wider planning processes considers an analysis of equalities issues including demographics in relation to economic, health and well being and environmental factors. Services are commissioned after due consideration of the strategic and service planning equality impact issues.

## **The Strategic Context**

### **Community Planning**

The Local Government in Scotland Act 2003 places a duty on local authorities to not only secure best value and continuous improvement but to also take a lead role in community planning. It also places a duty on a range of other statutory bodies to participate in the process. The aim of Community Planning is to ensure long-term commitment to effective partnership working within communities. All strategic and service planning activity within East Ayrshire is undertaken in accord with the East Ayrshire Community Plan 2003-15 and reflects its priorities. The Community Plan is the sovereign planning document for East Ayrshire.

The Community Plan sets out the overall vision for East Ayrshire as follows:

*East Ayrshire will be a place with strong vibrant communities where everyone has a good quality of life and access to opportunities, choices and high quality services which are sustainable, accessible and meet people's needs.*

The Community Plan is taken forward under six thematic headings:

- Improving Health
- Eliminating Poverty
- Improving Opportunity
- Promoting Community Learning
- Improving the Environment
- Improving Community Safety

Within the context of the overall vision through community planning, the vision of Social Work services is to:

*“Provide vulnerable people with a safe environment and genuine choice of leading a fulfilling life within their home and community and ensure a positive environment for their care if they are no longer able to be supported at home.”*

All commissioning activity fits within and actively promotes this strategic vision of Social Work services and Community Planning in East Ayrshire. It is through the key activities of commissioning that the Council ensures that commissioning is undertaken in a strategic and structured way.

### **Service Specific Planning**

A range of strategic plans are produced and published by the Council and its partners in accordance with statute or other guidance. These plans are developed on a partnership basis and include:

- Integrated Children and Young Peoples Service Plan
- Community Care Plan (this requirement is met through the Joint Future Extended Local Partnership Agreement)
- Joint Strategy for older people’s service in East Ayrshire
- Sharing the Challenge- East Ayrshire’s Partnership in Practice Agreement 2007-2010
- Mental Health Services in East Ayrshire: Working in partnership, East Ayrshire’s Joint Mental Health strategy 2007-2011
- Social Services Budget Sustainability Cabinet Report

In the preparation of this strategy all these plans and strategies have been considered to ensure that the aims and actions are consistent.

These plans will be operationalised as part of the new service planning arrangements being developed by the Council. The recently established Strategic Alliance between the NHS and the three Local Authorities in Ayrshire has agreed that the one of the priorities is joint commissioning and this will be further developed over the next 3 years.

### **The Context of Needs**

Integral to the commissioning process is developing an understanding of service need. In East Ayrshire, as elsewhere in Scotland, demand for Social Work services is increasing. This increase is due to a number of factors – demographics, level and complexity of need, increasing costs, and rising public expectations. Increasing demand for services requires to be balanced with available resources.

Within the strategic planning process, identification of current and future need is a key element in understanding supply and demand issues and future capacity requirements

in relation to the provision of Social Work services. Appendix 1 outlines in detail the demographic trends that impact on East Ayrshire and they are as follows:

- Ageing population
- Population that is living longer with long term conditions
- Decreasing numbers of adults of working age
- One of the highest levels of deprivation and poverty in Scotland
- Children with complex disabilities surviving into adulthood
- The impact of addiction issues on children and their families

## Financial Context

Further to the policy direction set out previously, the Community Care and Health (Scotland) Act 2002 and the Children (Scotland) Act 1995 strongly promote the “mixed economy of care”. This means that a significant proportion of the social care provision arranged by the Council is delivered indirectly on the Council’s behalf by independent sector provider organisations.

East Ayrshire Council allocated approximately £62m to Social Work services for 2007/08. Of this some £31 million was spent on externally purchased services across Children and Families and Community Care.

In Community Care the gross budget is £49 million. Purchased services accounts for £26 million of that spend. The following is actual expenditure in 2007/08 on the main service areas:

<b>COMMUNITY CARE</b>	<b>SPENDING ON EXTERNAL SERVICES 2007/08 (£)</b>
Care Homes	12.1m
Adult Care Packages	7.2 m
Care at Home (Adults)	2.9m
Adult Residential Care	1.3m
Respite (Residential Unit)	450k
Advocacy	210k
Day Care (Adults/ Older People)	290k
Dementia Day Care (Older People)	160k

Long Term Conditions Advisory Services (Huntingdon's/ Headway)	31k
Advisory Service (CAB)	105k
Physical Disability Supported Accommodation	165k
Carers	135k
Meals	75k
Direct Payments	10k
Low Level Maintenance Support (Older People)	65k
Very Sheltered Housing	195k
Equipment/ Taxis	645k
Standby	145k
	<b>26.1m</b>

In Children and Families the total budget is £13 million, £4.5 million of this is spent on purchased services. The following is our actual expenditure in 2007/08:

<b>SERVICE AREA CHILDREN AND FAMILIES</b>	<b>SPENDING ON EXTERNAL SERVICES 2007/08 (£)</b>
Residential Schools	1.3m
Secure Placements	0.8m
Care at Home	130k
Advocacy	34k
Respite (Residential Unit)	500k
Rape Counselling	86k
Addiction Services	130k
Fostering	1.6m

Criminal Justice	113k
Addictions	170k
	<b>4.58m</b>

The strategy does not cover grant funded activity<sup>1</sup> which may be undertaken subject to the Council's Financial Regulations and Accounting Policy Bulletins (APB 27 – External funding)

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<sup>1</sup> under the auspices of Section 10 of the Social Work (Scotland) Act 1968

## **PART 2- THE COMMISSIONING FUNCTION**

As has already been stated commissioning is an integral aspect of operational service delivery because of this it is essential that there are strong working relationships across all arms of the service. Through this process of engagement a clearer understanding of commissioning priorities has emerged in East Ayrshire and they are as follows:

- there is a need to standardise contracting processes
- further develop understanding of local social care markets
- further develop processes around needs assessment, option appraisals, service redesign, service development, development of service specifications, identification of resource and evaluation of existing services
- assist with choosing the right type of contract (whether it be cost and volume, spot or guaranteed minimum) to meet service requirements
- support with consultation
- support tender process to ensure that it delivers person centred services
- recognise and respond to the changes in the market place
- provide support and guidance to operational colleagues on contractual issues
- support colleagues who are acting as contract administrators
- contract monitoring and management

### **Contract Management and Monitoring**

Contract Management and Monitoring is the way in which the Council ensures that it is getting the services that it is purchasing. It is the means of ensuring that services are appropriate and are delivering real outcomes and benefits for people who use them. Appendix 2 outlines the current schedule of contracts that the Department have in place or are progressing.

As all our commissioned services require to meet national Care Commission standards, the contract monitoring process is built around these and where available other national quality indicators.

The approach to contract management in East Ayrshire is being strengthened and work is being undertaken within the Commissioning Team to develop monitoring frameworks for each contract area. This framework is based on certain core aspects of monitoring which are based on the service specification. This involves monitoring staffing, training, complaint activity, service profile, service budget, care commission reports and sampling provider quality audits. In addition to this core monitoring each contract will have specific activity and outcomes that relate to the contract that will form part of the process.

Monitoring is currently undertaken quarterly and it includes input from operational colleagues to ensure that any contractual concerns over the performance of the Providers are addressed. It is part of the workplan to engage with and provide guidance to operational colleagues on the respective roles and responsibilities that each of us has in terms of contract monitoring.

There are close links with the Care Commission and the Council has a Memorandum of Understanding with the Care Commission that sets out each agency's areas of responsibility in relation informing each other of concerns about Care Providers.

## **Procurement**

Procurement is the process by which services are purchased from independent sector providers. Procurement activity is bounded by a complex legal environment at European, national and local level. At a local level this is through Council standing orders, which gives direction on tendering processes and exemptions to this.

The McClelland Report (Review of Public Procurement in Scotland: Report and Recommendations by J McClelland; Scottish Executive 2006) made a range of recommendations in relation to the strengthening of procurement activity within public bodies. These include ensuring that the role of procurement is given due prominence in organisations through the staffing structures and resources and the further development of collaborative approaches across the public sector. An example of this would be the implementation of the national care home contract in respect of care homes for older people. The findings of this report will increasingly influence the nature of procurement activity in Scotland.

It is from this report that Scotland Excel, has been set up to support the development of national procurement across a range of public sector agencies and areas of expertise which includes Social Care. The purpose of Scotland Excel is to explore with public sector agencies opportunities for collaborative procuring and contracting with a view to improving efficiency. In social care they have identified equipment and aids, telecare, meals fostering and community alarms as the priority areas for further exploration of the collaborative opportunities. East Ayrshire Council personnel are involved on all the groups that are taking this forward.

## **Tendering**

Social Care contracts are classified under category Schedule B of the Public contracts (Scotland) Regulation 2006 regulations which provides exemption from many of the provisions of the regulations including the requirement to advertise contracts within the Official Journal of the European Union (OJEU) both above and below the set threshold (£144371 for Schedule B services over 4 years or the life of the contract whichever is soonest). However, despite the exemption the principles of transparency are built into the regulations.

The requirement to tender contracts is a challenging and relatively new practice for Social Care services and there is much work to be done to ensure that the technical and legal process of tendering is carried out in a way that is inclusive of people who are in receipt of services. There is a need to build extensive consultation into the process of tendering to ensure that people are given choices and are involved in shaping the services they receive.

This need to balance tendering process with the need to offer choice and involve service users in the process is perhaps the biggest challenge within the commissioning process. One of the first aspects of this will be to review recent tender experiences and look to develop a model process for all future tendering.

### **Commissioning Action Plans**

To support the implementation of the Commissioning Strategy a series of Action Plans will be developed..

## **PART 3 –COMMISSIONING IN CONTEXT**

### **CURRENT SERVICE PROVISION**

Social Work services provide a comprehensive range of services across Community Care, Children and Families and Criminal Justice. These include:

- Care and protection of all children including those looked after or accommodated by the Council
- Protection of vulnerable adults
- Services to children and young people at risk or in difficulty
- Services to children and adults with learning difficulties
- Services to children and adults with physical disabilities
- Services to children and adults with mental health problems
- Services to children and adults with addiction problems
- Services to older people
- Services to carers
- Services to young people who offend or at risk of offending
- Criminal Justice services

### **Community Care**

Community care covers a range of other client groups for whom care in the community is important. This includes adults with physical disability, mental health, learning disability and sensory impairment. Issues impacting on the level and type of future need are different in older peoples services compared to adult services and so each are considered separately in the following section which considers the current position of services in East Ayrshire and outlines future actions to address these ever changing patterns of need.

The aim of community care policy is to support people to live for as long and as independently as possible in their own homes in the community. This has meant that the focus of service delivery has been on shifting the balance of care away from institutional settings to delivering service to people in their own homes. This shift has been achieved through partnership working and the delivery of integrated services.

Policies such as Free Personal and Nursing Care (FPNC) and The Same As You, have also driven this shift in the balance of care. However it is fair to say that some of these policy changes have created significant budgetary pressures on the service.

In addition community care services operate within a complex inspection and regulatory framework and services continue to require reconfiguration and redesign to enhance the community infrastructure and deliver better outcomes for service users and carers.

In East Ayrshire, community care services are planned and delivered in partnership through the East Ayrshire Joint Future Partnership. The National Outcomes Framework for Community care measures the performance of partnerships in shifting the balance of care. The Framework focuses on the key national outcomes areas of Improving Health, Improving Wellbeing, Improving Social Inclusion and Improving Independence and Responsibility.

### **Older People: A summary of trends and service pressures**

East Ayrshire has an ageing population: increased life expectancy together with a declining population mean that demand for older people's services is likely to continue to increase in the future. In the 65+ age group the population is set to rise by 36.5%, between 2006 and 2031, and in the 75+ age group, an 83% increase is projected. East Ayrshire as a whole will see a 4.8% decline in the population in the same period.

The increased life expectancy of the population reflects improvements in the overall health of the population. However the associated effects of an ageing population in the future means increasing numbers of people are likely to suffer from dementia as well as an increase in the overall complexity of need. The changing pattern of health and life expectancy means that as more people are living longer, many are experiencing long term conditions such as diabetes and chronic obstructive pulmonary disease.

This changing pattern of need together with the projected changes in the demographic profile will exacerbate existing workforce pressures and impact on the capacity of the workforce to meet the challenges of sustaining increasing levels of vulnerability in the community. These factors will continue to drive significant change in shaping the delivery of better outcomes for older people, their carers and families in the years to come.

Local priorities for older people are defined in a range of strategies and plans including:

- Strategic Direction of Social Work Services (2006)
- Strategic Direction of Older People's Services (2006)
- Supported Accommodation Strategy (2006)
- Managing Long Term Conditions Action Plan
- Community Health and Well-being Profile

The future strategic direction of older people's services envisioned by the partners aims to shift the balance of care through offering a preventative approach, supporting self care, ensuring better targeting of resources at those at greatest risk and developing anticipatory care services for high risk individuals. This will be achieved by reinvesting resources in new models of care in the community in line with older people's wishes, commissioning future care home services from the independent sector and enhancing the community infrastructure using a core and cluster model. To date, this has included a redesign of sheltered housing provision and allocation, the creation of an assessment and rehabilitation centre and a focus on independent living and SMART technology. New models of support will more effectively target resources towards the most vulnerable where there is a high level of need.

Working together and adopting a whole systems approach, the partners have evidenced positive results in the areas of delayed discharges and admission to care homes. Meeting the challenges of reducing high rates of emergency and multiple admissions to hospital remains a priority for the Partnership.

Achieving success in supporting vulnerable people at home has seen a significant investment in the community care services as well as a significant expansion in service delivery. For example, there are currently no waiting lists within community care with the exception of equipment and adaptations and within homecare, one of the most resource intensive services, there has been an increase from 11,790 hours to 25,246 hours in 2007/08 delivered each week to vulnerable people. The majority of services are provided in-house. Budget pressures mean that the long term sustainability of this approach will need to be reconsidered and a review of Care at Home has been included in the service sustainability action plan.

Day care provision is also subject to a strategic review to ensure that day care services are configured to support the delivery of an older people's service that supports people to live in their own homes longer.

### **Key facts – Older People's Commissioning**

- **Residential Care** - East Ayrshire withdrew from the care home sector in 2006/07, now the majority of residential care is purchased on a spot purchase basis, apart from 30 beds that are purchased on a block basis. At March 2007- 691 residential care home beds were purchased
- 6 nursing care respite places with 3 local Care Homes have been purchased on a block purchase basis
- 20 Care Homes in East Ayrshire have signed up to the National Care Home Contract Quality award
- The Council has commissioned a 10 bed EMI additional needs service with a local care home as an alternative to hospital admission
- **Care at Home**- The Council operate a mixed economy of Care at Home provision, there are 3 external providers provide who 240,000hrs of homecare per annum. The internal service provides 800,000hrs per annum.
- **Meals**- a call off contract with Apetito to provide meals to local service users. Currently they deliver meals to 379 service users
- **Day Care**- 60 day care places are commissioned from Alzheimer's Scotland. The Department provide 228 places .

### **Older People Actions:**

- Continue to deliver better outcomes across all care groups and develop our approach to the introduction of the proposed Community Care Outcome measures as a key component in informing future service delivery arrangements.
- Support the development of joint strategic planning arrangements and processes through the East Ayrshire Joint Future Partnership by jointly planning services outlined in *Better Outcomes for Older People* ;

- Continue implementation of the Strategic Framework for Older Peoples' Service 2006-2011.
- Continue implementation of the Supported Accommodation Strategy for Older People 2006-2009 through services redesign to deliver more intense supports to older people using a core and cluster model.
- Work through the Joint Future Partnership to address the issues around emergency and multiple admissions and the management of long term conditions in the context of an ageing population profile.
- Develop an enhanced Telecare service utilising Scottish Government funding.
- BVSR Equipment and adaptations
- Undertake review of Care at Home as part of the sustainability action plan
- Complete the strategic review of Daycare

### **Adults: A summary of trends and service pressures**

The changing shape of social care provision for people affected by disabilities has resulted in fewer group living facilities and more individualised tenancies. This has been facilitated through the implementation of individual care packages, a number of which require significant levels of support.

The adult population in East Ayrshire is set to decrease by 20.3% between 2006 and 2031, with the biggest decrease expected to occur in the 30-49 age band (24.1%). Changes in the demographic profile will impact on the capacity of the workforce to meet identified need as well as the capacity of family carers to provide care in the future. Family carers play an important role in providing a significant amount of care, where otherwise significant packages of support would be necessary. Improvements in life expectancy therefore mean that people with disabilities will require to be supported for longer in the community with more complex needs.

Within learning disability services, one of the key principles underpinning the strategic direction of the service is that people with learning disabilities have a greater say and more control in their lives. The strategic review of learning disability services has seen the redesign of residential services which will ensure that service users will receive the kind of service they want in a location of their choice. This shift in Learning Disability Policy has resulted in significant budgetary pressures as the costs associated with care packages continues to rise. A number of individual care packages are costing in excess of £200,000 per annum and so it has been concluded within the service sustainability plan that a review of all packages is to be undertaken.

A strategic review of mental health services across NHS Ayrshire & Arran is currently in progress. One of the key principles underpinning the development of future services is that interventions should be the least restrictive to achieve the desired benefit and that there is an independent right of access to advocacy services for service users subject to the Act. The consequence of this is that the Council and the NHS have had to increase the funding allocated to advocacy services to accommodate this right.

At the time of writing the equipment and adaptations services is the only service to have a waiting list within community care social work services. A best value service review of this service is currently being undertaken to determine a future strategic direction for the service. Within the wider health and wellbeing agenda, the focus of the service is 'rehabilitation and enablement' which offers the potential to provide a cost effective solution to more resource intensive services.

In addition the Scotland Excel are looking at opportunities in national procurement in terms of equipment and adaptations, meals, community alarms and telecare to see if there is scope in developing national contracts based on nationally agreed pricing schedules in each of these areas.

### **Key Facts – Adults Services Commissioning**

- In **Learning Disability** services a tender has just been completed for 7 block contracts throughout East Ayrshire. This was for 136 service users and is for 8900 hours of community based support per week. The service is now delivered by 5 providers.
- In **Mental Health** a tender has just been completed and one contract has been awarded for 800 hours of community based support to 51 service user
- **Advocacy services** are commissioned jointly with the NHS Ayrshire and Arran for adults with learning disabilities, acquired brain injury, mental health and for parents of children subject to Children's Hearing or Looked After and Accommodated review. A contract is in place until 2009
- There are 55 people are in receipt of direct payments across East Ayrshire
- **Physical Disability:** A Framework is in place with two organisation to provide community based services on a spot purchase basis until 2010
- **Adult respite services-** the Council commission a 10 bedded residential respite unit and a holiday caravan for short break
- **Adult residential services** are provided on a mixed economy basis. The Council commissions 45 places from a number of independent providers, and provides 20 places in two Council ran units., although there are plans to decommission one of those units in 2009
- **The East Ayrshire Carers** centre is jointly funded with NHS Ayrshire and Arran, service is currently being evaluated
- **Day services** are delivered on the basis of a mixed economy. Internally we provide 168 places mainly for adults with learning disabilities. The independent sector have 145 service users in their service and can offer up to 60 places per day

### **Adults Services Actions:**

- Continue to deliver better outcomes across all care groups and develop our approach to the introduction of the proposed Community Care Outcome measures as a key component in informing future service delivery arrangements.
- Support the development of joint strategic planning arrangements and processes through the East Ayrshire Joint Future Partnership including:
  - Support the Partnership in Practice agreement within Learning Disability;
  - Support the Joint Local Improvement Plan in Mental Health.
- Continue to implement the recommendations of the Strategic Review of Residential Services for Adults with Learning Disabilities 2006-2009
- Continue with the implementation of the improvement action plan developed further to the SWIA Inspection of Learning Disability Services.
- Physical disability strategy
- Further develop respite services for under 65's with physical disabilities and for people with mental health problems
- Undertake a review of adult care packages as part of the sustainability action plan
- BVSR Equipment and adaptations
- Consider tender for community based services to children with disabilities in transition to adulthood
- Re-provision Kerrmuir Hostel

### **Children and Families**

Children and Families provides care and protection services across the authority area, via fieldwork assessment and prevention teams, fostering and adoption, residential services, youth justice, community youth support, and throughcare. These services are delivered by working in partnership both across the Department of Educational and Social Services through Learning Partnerships and with other Council departments and organisations including Housing, Leisure, Strathclyde Police, NHS Ayrshire and Arran, the voluntary sector and neighbouring authorities.

### **Children and Families: A summary of trends and pressures**

The *External* market place for residential and secure placements is a difficult one as there is limited influence over the costs of these places and the purchasing is done on a spot purchase basis. Another issue has been the rates of provider uplifts, which in many cases have been well in excess of the Council's approved inflationary uplift. The average cost of a Residential School Placement in 2008 is £3,000 per week, Secure Unit £5,000 and External Foster Placement £950

The external foster care market place is also a challenging one. The Department are beginning to exert some control over this as progress is made towards negotiated contracts for long term placements and undertake the option appraisal for future external foster care services. As part of the wider sustainability plan for Social Work services an option appraisal is underway in respect of the future purchasing of foster care services.

The majority of the spending in Children and Families services is on looking after and accommodating children and young people. 440 children and young people were accommodated in 2007 which represents 16.4% of the population of 0-18 year olds. In 2005 the number accommodated was 330. The clear trend is that the Council are having to accommodate a growing number of children year on year.

The longer term challenge is to maintain a balance of spending on providing accommodation services as well as investing in preventative services so that we can divert children and young people away from requiring Local authority care. As part of the wider sustainability plan for Social Work services an option appraisal is underway in respect of the future provision of children's residential care homes

### **Key Facts –Children and Families Commissioning**

- **Foster Care** – There are **36** externally commissioned foster care places, last year we commissioned places, in 2006/07 there were 14 places
- The Council foster **93** children and young people in our own internal East Ayrshire run service
- We are in process of completing negotiated contracts for long term foster places with Foster Care Associates, Barnardos and Foster Plus
- **Residential Schools / Specialised Services** - Last year financial (2007/2008) there was a total of **20** children in residential schools, the year before there were **19**
- There are placement agreements with all providers although these vary in form and detail. Work is underway with the assistance of Glasgow City Council to finalise a Residential School Contract 2008 that will be issued for all new external business.
- One Residential School placement was recently commissioned using the NAS English contract
- All placements are purchased on a spot basis
- **Secure Accommodation**- There were **6** children and Young People in secure accommodation 2007/08, the year before we had **4**
- These places are purchased on a spot basis and work has started to negotiate service level agreements on an individual case basis
- **Advocacy**- Advocacy services are in place for children and young people who are looked after and accommodated, the service has been commissioned from WHO Cares and a service level agreement is being agreed

- **Respite** -Children’s Respite is provided through an externally commissioned **5** bedded respite unit
- **Children’s Homes** – East Ayrshire Council operates and manages **3** Children’s Homes with **20** places, although this number can fluctuate depending on demand
- **Bespoke Interventions** – There has been individual service agreements developed for bespoke services for young people who require additional support, this can be within both Foster Care and Residential Placements

### **Children and Families Services Actions**

- continue with implementation of Child Protection inspection action plan
- implement the Children and Young People’s Services Plan
- review existing residential care provision in East Ayrshire as part of sustainability action plan
- review external foster care provision as part of sustainability action plan
- conclude negotiations on foster care contracts
- implement an East Ayrshire contract for residential school placements

### **Service Wide Issues**

There are a number of issues that service wide issues that also require to be considered.

#### **Respite**

One of those areas is respite as the Department currently spends 1.1million on block purchased commissioned respite services across Children and Families and Community Care. Additional spending also takes place on a spot purchase basis for residential and natural breaks respite.

One of the issues within this is that the service areas operate different access and eligibility criteria. There is a need to look at respite as a whole service issue and consider whether or not an cradle to grave approach to service delivery is the correct way forward.

### **Children with Disabilities**

Another area that crosscuts the service is that of children with disabilities in transition from children and young people’s services to adult services. This is an area that the department have invested in through the development of the children’s support team (CAST). The current position is that service users in this team are provided with services that are purchased on a spot purchase basis from Care at Home or adult services providers who have experience of supporting young people but are not specialising in that area.

There have been some initial discussions about the needs of this service user group and it has been agreed that this is an area that there has to be a range of services commissioned in order that these children and young people have access to a wider range of services to meet their needs.

### **Criminal Justice Services**

Criminal Justice Social Work services are delivered via the Ayrshire Criminal Justice Social Work Partnership, which includes North, East and South Ayrshire Councils and are funded by the Scottish Government via a direct grant awarded annually to Councils. Services are provided across the authority area, via 2 fieldwork teams which supervise offenders subject to licence conditions following sentence from court, and a prison team which supports and supervises offenders following their release from prison. Services in relation to the rehabilitation of offenders and support to victims of crime are purchased from independent sector providers.

### **Addictions Services**

Addiction services in East Ayrshire are planned and developed on an Ayrshire wide basis via the Alcohol and Drug Action Team (ADAT). ADAT is made up of representatives from each of the 3 local Councils, the Police and NHS Ayrshire and Arran. The Scottish Government route funding for Ayrshire addiction services through ADAT and South Ayrshire Council provide the legal/contractual support.

All services are based around the locally developed functional model of care. It is through the functional model that local need and priorities are identified however on many occasions national priorities overtake. The national policy agenda on addictions is a complex and shifting one, in recent times the emphasis has been on maintenance and stabilisation but the debate over whether or not services should be promoting this over abstinence has never reached a conclusion. The consequence of this uncertain national debate impacts on the types of services that should be getting funded locally. At this point in time services for drug addiction in East Ayrshire provide both choices for service users as there are services that promote abstinence and there are services that promote stabilisation, maintenance and rehabilitation

The focus on children has not been a key priority for ADAT until recently. Local needs assessment of the needs of children and young people has just been published. Significant need has been identified among young people in Ayrshire. The recent round of funding to ADAT's will secure some resources for children and young people. The Council, via the Community Planning Alcohol and Drugs Pledge is currently seeking to access ADAT resources in order to increase provision to children and young people.

## **Key Facts –Addiction services Commissioning**

- There are 3 services commissioned across Ayrshire to provide support to people with addiction problems
- Turning Point Scotland is commissioned to provide a support service to problem drug users who have achieved a degree of stability (primarily via substitute prescribing). These drug users have an individual care plan developed and are supported to address the antecedents to their drug use in order to support them to maintain stability and move towards employment, education or training.
- Ayrshire Council on Alcohol (ACA) is funded to provide a structured one to one counselling service for individuals seeking to address problematic drinking behaviour.
- Addaction Scotland Addaction provide two services across Ayrshire and Arran. Firstly, Addaction are commissioned to provide a social care service to problem drinkers. The second service is a pilot group work service for stable problem drug users who are seeking abstinence. This group work service, the only one of its kind in Scotland utilises a peer support approach with interventions based around Cognitive Behavioural Therapy (CBT) and Rational Emotive Behaviour Therapy (REBT)
- Turning Point currently report an open caseload for the East Ayrshire area of 528 with 8 staff employed in East Ayrshire. Involvement with child protection continues to grow for Turning Point staff with just under a quarter of cases having children who are known to children and families social work.
- Addaction have an open caseload for their alcohol service of around 200 and 100 for the drugs service. Whilst the majority of referrals to Addaction are self or other agency, particularly in East Ayrshire there is a predominance of criminal justice service users.
- ACA for East Ayrshire have an open caseload of 150 who mainly come via the self referral route or by G.P

### Population

The population of East Ayrshire is 119,290<sup>2</sup>. East Ayrshire's population has been declining and ageing in recent years. An overall decline of three per cent between 1993 and 2003 was characterised by a significant decline amongst the working age population, offset by an increase of 15 per cent amongst the 50-64 age group. These *demographic shifts* are forecast to become increasingly stark in future.

Between 2006 and 2031, the population of East Ayrshire is expected to decline by 4.8%. This compares nationally with a 4.8% increase nationally over the same period. The biggest decline is expected to occur in the 30-49 age band, which is expected to fall by 24.1% over the period between 2006 and 2031. By contrast, all the older age bands are expected to experience an increase in their numbers. In the 65+ age group the population is set to rise by 36.5%, between 2006 and 2031, and in the 75+ age group, an 83% increase is projected.

The projected *average household size* in East Ayrshire shows a steady decline between 2006 and 2031 from 2.27 to 2.01. The decline in the projected average household size is mirrored across Scotland. In the same period, the projected *number of households* in East Ayrshire as Scotland will increase: there will be a 7% increase, compared to a 19% increase nationally. These factors are significant because they contribute to the assessment of future demand for social care services.

### Ethnic minorities

The area has a 0.7% ethnic minority population (2001 Census) which is significantly lower than the Scotland average (2.0%)

### Health

The overall health of the Scottish population is improving, and this is mirrored in East Ayrshire where the average *life expectancy* for males has increased steadily from 50 years in 1910 to 73.1 in 2008. Female life expectancy has increased even more and now stands at 77.9 years<sup>3</sup>.

Although life expectancy is improving, there are *emerging health issues* that are giving cause for concern and which have the potential to cause a significant adverse impact on health.

- the number of *alcohol related admissions* ( 1,106.3 per 100,000 population) is 28.7% above the Scottish average.
- *Obesity* is another emerging health issue, this can lead to physical and mental health problems later in life, such as heart disease, diabetes, osteoarthritis, back pain, low self-esteem and depression and impacts on our services for the management of *long term conditions*.

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<sup>2</sup> GRO Scotland, Mid 2006 population estimates, Scotland, 2007

<sup>3</sup> Health and Wellbeing Profiles 2008: East Ayrshire CHP, ScotPHO, 2008

*Health inequalities* appear to be widening within East Ayrshire. Although life expectancy has increased, the rate of increase has been more rapid in the most affluent areas, with the least affluent areas falling behind.

### **Poverty**

East Ayrshire as a whole has significantly higher levels of poverty than the Scottish average. East Ayrshire has the:

- highest equal proportion of *unemployed people* claiming benefit;
- second highest equal proportion of *lone parents* claiming benefit;
- fifth highest equal number of households claiming *Housing Benefit*;
- sixth highest equal proportion of older people claiming *Pension Credit and Attendance Allowance*.
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### **Deprivation**

The Scottish Index of Multiple Deprivation 2006 highlights that one-in-five residents in East Ayrshire live within the top 15% most deprived areas in Scotland. Some 40 more local areas are in the 20% most deprived areas in Scotland.

East Ayrshire has 14% more deaths attributable to *smoking* than the national average; *alcohol-related hospital admissions* are 10% higher than average; and *infant mortality rates* are 25% higher.

High levels of poverty and deprivation mean that people are more likely to suffer poor health, live in inadequate housing and be more vulnerable to crime. This is particularly apparent among households with children, people with disabilities or older people. Levels of poverty and deprivation therefore have implications for the associated levels of need for social care services .

## CURRENT CONTRACT STATUS

## Appendix 2

SERVICE	CONTRACT	COMMENTS /ACTIONS
Addictions- Ayrshire Council for Alcohol	( in draft) March 09	South Ayrshire lead on contracting
Addictions-Turning Point	( In draft)June 05- Dec 08	South Ayrshire lead on contracting
Addictions-Addaction	April 06- March 09	South Ayrshire lead on contracting
Advisory Services- Headway	April 06- March 09	
Advisory Service -Huntingtons		Under negotiation
Advisory Service – Citizens Advice Bureau	In place	
Advocacy – East Ayrshire Advocacy	April 06- March 09	
Advocacy- Who Cares		Under negotiation
Alternative to Day Care- Hansel Alliance		Under negotiation
Carers Centre		Under negotiation
Credit Union – East Ayrshire		SLA being updated
Credit Union – Cumnock & Doon Valley		SLA being updated
Adult residential services- Kirklee and Newhouse		Under negotiation
Adult residential unit- British Red Cross	North Ayrshire Council have the lead for the contract	Discussions underway with North Ayrshire Council
Adults residential unit- The Beeches/ The Laurels		Under negotiation
Adult Supported Living- Thomson Court / Witch Road	Due for tender- late 2008	Risk assessment/ Option appraisal underway

## CURRENT CONTRACT STATUS

## Appendix 2

Care at Home- Constance Care	April 07- March 09 (plus 1+1)	
Care at Home- HRM	April 07- March 09 (plus 1+1)	
Care at Home- ILS	April 07- March 09 (plus 1+1)	
Care Homes- National Care Home Contract Homes	17 out of 21 contracts concluded for 2007/08	Negotiations underway for remaining 4, awaiting variation clause for 2009/10
Care Homes-Block contract for 30 beds – Glennie House	October 2016	
Care Home- Block Contract Respite Southern Cross	Oct 2007- Sept 2010	
Care Homes- Block Contract Additional needs support Southern Cross	Oct 2007- Sept 2010	
Community Based Support (Physical Disability)- Capability Scotland	Jul 08- June 2010 (plus 1 +1)	
Community Based Support (Physical Disability) -Care Solutions	Jul 08- June 2010 (plus 1 +1)	
Community Based Support (Learning Disability)-Partners for Inclusion	Jul 08- June 2010 (plus 1 +1)	
Community Based Support (Learning Disability)-Lifeways	Jul 08- June 2010 (plus 1 +1)	
Community Based Support (Learning Disability)-Quarriers	Jul 08- June 2010 (plus 1 +1)	
Community Based Support (Learning Disability)-Richmond Fellowship	Jul 08- June 2010 (plus 1 +1)	
Community Based Support (Learning Disability)-Enable	Jul 08- June 2010 (plus 1 +1)	
Community Based Support (Mental Health)- Richmond Fellowship	Jul 08- June 2010 (plus 1 +1)	
Criminal Justice (Adults and Young People)- SACRO	North Ayrshire leading on this contract	In draft
Criminal Justice- APEX	No contract	

## CURRENT CONTRACT STATUS

## Appendix 2

Day Centre- Morven Centre	No contract	
Day Centre- Durrans Centre	North Ayrshire service	Discussions to take place with North Ayrshire
Direct Payment- AILN	South Ayrshire leading on contract	Under negotiation
Equipment- William P Whiland & Son Limited- Installation of External Metal Modular Ramps (Aids & Adaptations)	June 2009 +1+1	
Equipment- Stannah Lifts Services Ltd- Installation of Domestic Stair Lifts (Aids & Adaptations)	June 2008 +1+1	
Equipment- Stannah Lifts Services Ltd- Maintenance of Domestic Stair Lifts (Aids & Adaptations)	June 2008+1+1	
Fostering- Foster Care Associates		Under negotiation
Fostering-Foster Plus		Under negotiation
Fostering-Barnardos		Under negotiation
Fostering-Foster Care Connect		Under negotiation
Fostering-SWIIS		Under negotiation
Fostering- Fostering Network		Under negotiation
Fostering- Jane Moore Trust		Under negotiation
Fostering- National Fostering Agency		Under negotiation
Maintenance service- Helping Hands		Service review underway April 08
Meals- Apetito	March 08 +1+1	

## CURRENT CONTRACT STATUS

## Appendix 2

Out of Hours- West of Scotland Standby	No contract	
Respite Adults- The Elms/ Craig Tara	Apr 2008-March 2011	
Respite Children and Young People- NCH		Under negotiation
Rowallen Centre	March 08- April 09	Procurement Risk assessment/ Option appraisal underway
Very Sheltered Housing - Bield	No contract	
Specialist service- Rape Crisis	No contract	
Transport- Taxi contract	May 2008+1+1	