

# **EAST AYRSHIRE COUNCIL**

## **SOCIAL WORK COMMITTEE – 8 NOVEMBER 2001**

### **PERFORMANCE MANAGEMENT AND PLANNING AUDIT 2000/2001 – HOME CARE SERVICES**

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

#### **1.0 PURPOSE OF REPORT**

- 1.1 To advise Committee of the outcome of the 2000/2001 Performance Management and Planning (PMP) Audit of the Council's Home Care Service, which was carried out by Audit Scotland on behalf of the Accounts Commission.

#### **2.0 BACKGROUND**

- 2.1 A report setting out the requirements for the 2000/2001 PMP Audit was considered by the Best Value Sub-Committee of the Policy and Resources Committee at its meeting on the 7 June 2000
- 2.2 The three services selected for audit in 2000/2001 were Information Technology (Corporate Resources Department), Community Care Home Care (Educational and Social Services) and Roads Contracts and Operations (Development Services).
- 2.3 Audit Scotland have forwarded separate reports to each of the Directors whose services were the subject of the service level audits for 2000/2001. This report summarises the outcome of the PMP audit of the Home Care Service.

#### **3.0 SUMMARY OF THE PMP AUDIT**

##### **Process**

- 3.1 The aims of the PMP Audit were to:
- provide independent, external assurance that the council is making progress on implementing a performance management and planning framework;
  - help identify good practice and areas of concern;
  - ensure that the council and its services are planning for improvement.

3.2 The audit involved the completion by the Council of a self assessment against the following 10 criteria:

- clear leadership for a Best Value approach is provided by elected members, the service head and the senior management team;
- we understand the needs, expectations and priorities of all our stakeholders;
- we carry out effective Best Value reviews;
- we have detailed and realistic plans for achieving our goals;
- we make best use of our people;
- we make best use of our assets;
- we have sound financial control and reporting;
- we actively support continuous improvement;
- we monitor and control our overall performance;
- we have an effective approach to public performance reporting.

### **Findings**

3.3 The report concluded that “the Home Care service is making progress on a number of fronts in implementing its PMP framework and shows a clear commitment to taking further improvement action as required.”

3.4 The auditor highlighted particular strengths in strategic and service planning, stakeholder consultation, financial control and monitoring and controlling service performance.

3.5 In addition, the auditor identified a number of areas for development, which have been incorporated in an improvement action plan, for attention over the next 12 – 18 months.

### **Follow Up Action**

3.6 Progress on the implementation of the improvement action plan will be further audited on an annual basis. The task of this audit will be to;

- verify the extent to which services have implemented their agreed improvements;
- verify that these improvements have achieved what they set out to do;

- record reasons why services have not implemented agreed improvements;
- agree any further actions to recover any slippage.

#### **4.0 FINANCIAL IMPLICATIONS**

4.1 None.

#### **5.0 LEGAL IMPLICATIONS**

5.1 None.

#### **6.0 RECOMMENDATIONS**

6.1 The Committee is requested to:

- (i) Note the generally positive outcome of the 2000/2001 PMP Audit of the Home Care Service and the implementation of an improvement action plan to address issues identified through the audit;
- (ii) Otherwise note the contents of this report.

**John Mulgrew**  
**Director of Educational and Social Services**

**19 October 2001**

For further information on this report please contact Jackie Donnelly Principal Officer Community Care [01563-576931] or Stephen Sheach Service Officer (Quality and Planning) [01563-556982] Civic Centre, John Dickie St, Kilmarnock KA1 1BY

#### **LIST OF BACKGROUND PAPERS**

1. Audit Scotland-Service Level Audit PMP (2) Audit (2000/2001) for Community Care Home Care service
2. East Ayrshire Council Home Care Improvement Action Plan

*A copy of the background papers is available in the Members Information Point*

**Appendix 1 (cont): List of improvement actions: Service level PMP Audit**

Council: East Ayrshire Council

Service: Home Care

Contacts: Denise Brown / Stephen Sheach

Action no	1. Description of the planned improvement.	2. Why has this improvement been chosen and which PMP criteria does it relate to?	3. What is this improvement intended to achieve? This should be both specific and measurable.	4. What are the key project milestones for this improvement? These should detail both relevant actions and timescales.	5. How will you know whether the improvement has achieved what it was meant to?	6. In which of your plans (e.g. service plan) is this improvement detailed?
1.	The Service will be renamed the "Care at Home Service and will operate flexibly over seven days and twenty four hours.	<p><i>To ensure that the Home Care service is able to address the assessed needs of vulnerable people within their homes reflecting the need to shift the balance of care from institutional to home care.</i></p> <p><b>PMP Criteria – 1,2,3,4,5,6,,8,</b></p>	<p align="center"><b>Management outcomes</b></p> <ul style="list-style-type: none"> <li>Resources are targeted to those people assessed as being in greatest need.</li> <li>All Home Care services are aligned and integrated to ensure a seamless service is provided.</li> </ul> <p align="center"><b>Service user outcomes</b></p> <ul style="list-style-type: none"> <li>Service users are provided with a co-ordinated service meeting their needs throughout the day.</li> <li>Services are provided in a manner that ensures both a high level of health and safety to the Service user but also enables the Service user personal choice and to direct the care provided.</li> </ul>	<ul style="list-style-type: none"> <li>Proposals to be agreed by the Council and the workforce involved in developing the critical path for change. <b>(Aug 2001)</b></li> <li>All Staff to be provided with written information outlining details of tasks to be provided. <b>(Oct 2001)</b></li> <li>Staff are to be appointed into the new posts. <b>(Oct 2001)</b></li> <li>Team working will be implemented. <b>(commencing Feb 2001)</b></li> <li>Day services to be transferred to the Older People's service unit. <b>(Dec 2002)</b></li> <li>Out of hours management and support to be implemented. <b>(Dec 2002)</b></li> <li>Staff training will be provided to meet demands of service, e.g. Moving and Handling, Food safety and nutrition, awareness and values (throughout process and ongoing).</li> <li>Administrative support</li> </ul>	<ul style="list-style-type: none"> <li>Targets and service standards will be set for the Service which will measure the degree of co-ordination and flexibility of service delivery. (see later)</li> <li>Existing Performance Indicators will show:-a) increase in the numbers of people receiving services outwith core hours.</li> <li>b) Increase in the number of people receiving high levels of care.</li> <li>c) increase in the number of younger people receiving a service.</li> <li>Liaison will take place with Ayrshire and Arran Acute Health Care NHS Trust to provide figures that will compare the level of admissions to hospital</li> </ul>	<p>Home Care Review</p> <p>Community Care Plan</p> <p>Council Plan</p>

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1	The Service will be renamed the "Care at Home Service and will operate flexibly over seven days and twenty four hours. (cont)			<p>systems to be implemented. <b>(July 2001)</b></p> <ul style="list-style-type: none"> <li>• The revised remit and direction of Home Care services will be publicised through mailings, press and other contact as appropriate. <b>(From Aug 2001)</b></li> <li>◆ Annual publication of key information in the performance of the Service including performance against targets and trends. Key performance by benchmarked partners will also be included for comparison. A copy of this public information will be sent directly to service users. <b>(from June 2002)</b></li> </ul>	<p>for non-medical reasons and length of time taken to discharge a patient after their medical needs have been satisfactorily met.</p> <ul style="list-style-type: none"> <li>• Production of publicity material and information on the performance of the Service.</li> </ul>	

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2.	A revised structure will be implemented that enables Home carers to follow a career path within the Service.	<p><i>Practical recognition of the contribution of home carers.</i></p> <p><b>PMP Criteria – 1, 5, 8</b></p>	<p><b>Management Outcome</b></p> <p>Career structure will be in place that will enable home carers to progress through the Service to HCO and above.</p>	<ul style="list-style-type: none"> <li>• Agreement to implement the new career structure. <b>(Aug 2001)</b></li> <li>• Support (including through supervision and EAGER – subject to Corporate approval) and training is focussed where required, to enable people to move to the next stage of the career path. <b>(commencing May 2002)</b></li> </ul>	Evidence of people being able to move through the career structure to HHO and above.	<p>Home Care Review</p> <p>Community Care Plan</p> <p>Council Plan</p>

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3	<p>Systems of performance measurement including Performance Indicators will be put in place to measure achievement of targets and performance of:</p> <ol style="list-style-type: none"> <li>The aims and objectives of Home Care</li> <li>Overall strategic objectives</li> <li>Overall continuous improvement</li> </ol> <p>Systems of performance measurement including Performance Indicators will be put in place to measure achievement of targets and performance of:</p> <ol style="list-style-type: none"> <li>The aims and objectives of Home Care.</li> <li>Overall strategic objectives.</li> <li>Overall continuous improvement.</li> </ol>	<p><i>As part of improved performance measurement systems.</i></p> <p><b>PMP Criteria – 1, 2,3, 4, 8, 9,10</b></p>	<p><b>Management outcomes</b></p> <p>To ensure that performance against objectives are measured and the Service is committed to continuous improvement.</p> <p>Information is available to all leaders, people and key stakeholders (in particular elected members) about the Service’s performance against agreed targets. Revised action can be taken where the performance is less than expected.</p> <p><b>Service user outcome:</b> Clear understanding of what the Service intends to achieve and what stage the Service is currently in achieving the set targets</p>	<ul style="list-style-type: none"> <li>Identification of the HCO (External Services) as the lead officer for co-ordination of performance monitoring for the whole service. <b>(completed)</b></li> <li>Wide involvement of Home Care staff in developing measurable aims and objectives, realistic (but ambitious) targets and service standards for the Service. <b>(July 2001)</b></li> <li>Performance Indicators that are cost effective will be identified that accurately address all targets and standards. <b>(July 2001)</b></li> <li>Performance measurement systems to be agreed. <b>(Feb 2001)</b></li> <li>Identification of responsibilities. <b>(Aug 2001)</b></li> <li>Staff training to address additional performance measures. <b>(September 2001)</b></li> <li>Introduction of revised performance measurement system. <b>(October 2001)</b></li> </ul>	<ul style="list-style-type: none"> <li>The existence of key aims and objectives.</li> <li>Targets and service standards set for all objectives.</li> <li>All objectives have cost effective and precise performance measurement systems attached.</li> <li>Report indicates that initial targets realistic but ambitious.</li> <li>Production of publicity material and feedback from the public on the information provided.</li> <li>Measures of performance in identified areas would indicate that the Service is continuing to improve. New targets can then be set reflecting the Services commitment to continuous improvement.</li> </ul>	<p>Home Care Review</p> <p>Community Care Plan</p> <p>Council Plan</p>

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3	<p>Systems of performance measurement including Performance Indicators will be put in place to measure achievement of targets and performance of:</p> <ul style="list-style-type: none"> <li>a) The aims and objectives of Home Care.</li> <li>b) Overall strategic objectives.</li> <li>c) Overall continuous improvement.</li> </ul>			<ul style="list-style-type: none"> <li>• Production of formal annual report for stakeholders, in particular elected members, that indicates performance against set targets. <b>(Annual from June 2002)</b></li> <li>◆ Publication of key information in the performance of the Service including performance against targets and trends. Key performance by benchmark partners will also be included for comparison. A copy of this public information will be sent directly to service users. <b>(Annual from June 2002)</b></li> <li>• Targets, service standards and performance measures will be reviewed annually based on the principles of continuous improvement. <b>(Annual from June 2002)</b></li> </ul>		

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4	<p>Benchmarking systems will be set up within the Home Care service (including contracted providers and benchmark family) on the full range of agreed performance measurements. Areas of identified best practise will be shared among participants.</p>	<p><i>As part of improved performance measurement systems.</i></p> <p><b>PMP Criteria – 1, 2, 3, 4, 8, 9, 10</b></p>	<p><b>Management outcome</b></p> <p>To enable leaders and staff compare performance with other Home Care service providers. To enable each participant to identify areas of best practise and improve their own service provision.</p> <p>The Service is working with partner organisations to ensure a joined up approach to meeting the needs of its customers and communities.</p> <p><b>Service user outcome</b></p> <p>The provision of a consistent quality of service irrespective of the area they live or the direct provider of the Service.</p> <p>Continued improvement in Home Care service provision.</p>	<ul style="list-style-type: none"> <li>• Identification of the HCO (External Services) as the lead officer for co-ordination of performance monitoring for the whole service. <b>(completed)</b></li> <li>• Negotiation to take place through ADSW with the benchmark family to initiate formal benchmarking systems between authorities. <b>(Dec 2001)</b></li> <li>• Contracted providers to be involved in the development of the internal performance measurement as developed above and required to provide the information required. <b>(see above and below)</b></li> <li>• Comparative information will be published and shared with stakeholders, including service users and elected members. <b>(Annual from June 2002)</b></li> </ul>	<ul style="list-style-type: none"> <li>• Reports are directly distinguish service provision between areas and providers and action taken to address individual shortfalls.</li> <li>• Production of publicity material and feedback from the public on the information provided.</li> <li>• Areas of best practise can be identified and shared across the Service.</li> <li>• Continuous improvement of the Service across participants.</li> </ul>	<p>Home Care Review</p> <p>Community Care Plan</p> <p>Council Plan</p>

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5	<p>Systems will be put in place including a) implementation of the supervision policy b) expansion of EAGER and c) team working practices that enable employees to be actively involved in improvement activities, to be innovative and creative in their approach and to share best practise between themselves and with management.</p> <p>Systems will be put in place to enable information gathered in gaps in knowledge and skills and training needs to be collated and those gaps addressed.</p>	<p><i>Recognition of the need to increase employee involvement and commitment to the development of the Home Care service.</i></p> <p>Awareness of the needs of the workforce to provide services more effectively.</p> <p>Staff are aware of and signed up to the strategic and service plans that drive the direction of Home Care.</p> <p><b>PMP Criteria – 1, 4, 5, 8,</b></p>	<p><b>Management Outcomes</b></p> <ul style="list-style-type: none"> <li>• Increased understanding by staff of the role of Home Care in the delivery of care to service users including the overall strategic direction and the Services expectations of their part in progressing this.</li> <li>• Increased recognition by leaders of the direct contribution of people to the macro development of the Service.</li> <li>• To enable leaders to directly support home carers, assess their needs and develop their strengths.</li> <li>• Direct involvement of home carers in team structures to enable them to share best practise and collectivise people’s individual strengths and needs.</li> <li>• Encourage through team working an environment that encourages creative thinking and a flexible approach to meeting service users needs.</li> <li>• Increased understanding</li> </ul>	<ul style="list-style-type: none"> <li>• Continuation of the extension of the implementation of the East Ayrshire Social Work supervision policy. <b>(immediate)</b></li> <li>• Continuation of the implementation of team working for home carers. <b>(Commenced Feb 2001)</b></li> <li>• Supervision and EAGER (subject to Corporate approval) will be used to enable staff to develop an individual training and career development plan, along with their line manager. Feedback will be given on progress through the supervision process. <b>(April 2001)</b></li> <li>• implementation of a process to gather key information of the overall workforce strengths and needs as a whole, which can then be used to identify priorities in the development of the Departmental Training Plan. <b>(April 2001)</b></li> <li>• A quarterly newsletter for Home Care staff will be produced keeping staff up</li> </ul>	<ul style="list-style-type: none"> <li>• Measurable increase in flexible working.</li> <li>• Records of the implementation of best practise innovations suggested by home carers.</li> <li>• Records of Home carers being involved individually and collectively in improvement activities.</li> <li>• Comprehensive information gathered on the workforce knowledge and skills gap on an ongoing basis.</li> <li>• Clear evidence that this information has influenced the direction of the Departmental Training Plan.</li> <li>• Production of the quarterly newsletter.</li> </ul>	<p>Home Care Review</p> <p>Community Care Plan</p> <p>Council Plan</p>

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5	Systems will be put in place including a) implementation of the supervision policy b) expansion of EAGER and c) team working practises that enable employees to be actively involved in improvement activities, to be innovative and creative in their approach and to share best practise between themselves and with management. Systems will be put in place to enable information gathered in gaps in knowledge and skills and training needs to be collated and those gaps addressed		of the knowledge and skills strengths and needs of the workforce to inform the development of a local service training plan.	to date with the latest developments in the Service, information about performance, providing information about training opportunities and encouraging staff to become directly involved in service improvement. <b>(Dec 2001)</b>		
6	Improved systems of contract management will be implemented with contracted providers that will agree values, mission aims and objectives, targets, monitoring arrangements etc. Contracts will emphasise a partnership approach to the provision of service.	<i>Identified need for formal relationships with service providers including Service level agreements formal contracts of agreement etc.</i>  To ensure an integrated seamless approach to Home Care service provision funded by East Ayrshire Council regardless of the Service provider. To formally involve contracted providers in the continuous improvement of the Home Care service.  <b>PMP Criteria – 1, 2, 3, 4, 6, 8, 9, 10</b>	<b>Management Outcomes</b>  <ul style="list-style-type: none"> <li>Service providers are clear about expectations of East Ayrshire Council Social Work in relation to their responsibilities in service provision.</li> <li>Service providers and Education and Social Work Department Home Care service share values, aims and objectives.</li> <li>The performance of service providers is able to be measured against targets agreed with Social Work and benchmarked against other providers including the in-house</li> </ul>	<ul style="list-style-type: none"> <li>Identification of service providers with whom we require to have formal contracts of service. <b>(Oct 2001)</b></li> <li>Agreement set for contractual arrangements with providers Contracts emphasise the partnership approach to service provision. <b>(Dec 2001)</b></li> <li>Identification and agreement of performance measures, targets and service standards for organisation. <b>(July 2001)</b></li> <li>Introduction of revised Performance Management systems involving current and future external service</li> </ul>	<ul style="list-style-type: none"> <li>The introduction of contracts.</li> <li>Performance returns from service providers provide evidence that service providers share mission, aims and objectives agreed in the contract.</li> <li>Annual report and Action plan for organisations indicate a commitment to continuous improvement.</li> <li>Recorded discussions with monitoring officer indicates positive approach by providers.</li> </ul>	Home Care Review  Community Care Plan  Council Plan

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6	Improved systems of contract management will be implemented with contracted providers that will agree values, mission aims and objectives, targets, monitoring arrangements etc. Contracts will emphasise a partnership approach to the provision of service.		<p>service.</p> <ul style="list-style-type: none"> <li>Service providers are able to influence the policy and processes of Social Work Home care service.</li> </ul>	<p>providers. <b>(October 2001)</b></p> <ul style="list-style-type: none"> <li>Production of formal annual report that indicates performance against set targets. <b>(Annual from June 2002)</b></li> <li>Publication of key information in the performance of the Service including performance against targets and trends. Key performance by benchmark partners will also be included for comparison. A copy of this public information will be sent directly to service users. <b>(June 2002)</b></li> <li>Annual revision and resetting of performance measures, targets and service standards. <b>(Annual from June 2002)</b></li> </ul>	<ul style="list-style-type: none"> <li>Records indicate that the overall service development has been influenced by the contribution of independent providers.</li> <li>Production of publicity material and feedback from the public on the information provided.</li> </ul>	
7	Surveys of a) new service users b) longstanding service users c) family carers and d) other stakeholders will be carried out on an ongoing basis to measure satisfaction of the existing service and suggested improvements	<p><i>Improved customer feedback.</i></p> <p><i>To demonstrate influence of stakeholders on policy</i></p>	<p><b>Management Outcomes</b></p> <p>One off surveys of customers have traditionally resulted in extremely high satisfaction levels. The introduction of ongoing and different forms of questionnaires may help to elucidate in more detail areas of</p>	<ul style="list-style-type: none"> <li>The development of survey forms and arrangements for a) new service users b) long standing service users and c) family carers. <b>(Oct 2001)</b></li> </ul>	<ul style="list-style-type: none"> <li>Evidence produced that stakeholder feedback has influenced, policy, processes and direction of the Home Care service.</li> </ul>	<p>Home Care Review</p> <p>Community Care Plan</p> <p>Council Plan</p>

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7	<p>recorded using gap approach</p> <p>Surveys of a) new service users b) longstanding service users c) family carers and d) other stakeholders will be carried out on an ongoing basis to measure satisfaction of the existing service and suggested improvements recorded using gap approach.</p>	<p><i>and process formation.</i></p> <p><b>PMP Criteria – 1, 2, 3, 4, 6, 8, 9, 10</b></p>	<p>development and trends. In addition, the continued use of the gap approach should identify priority areas for service users and carers.</p> <p>Clear information will be available on stakeholders views of the Home Care service and how these influenced service development.</p> <p><b>Service User Outcomes</b> Service users and carers will have the opportunity to directly influence the development of the Home Care Service both on an individual and macro level.</p> <p>Regular measurement of stakeholder views will be addressed for those stakeholders not currently consulted.</p>	<ul style="list-style-type: none"> <li>• Agreements to be reached on other forms of stakeholder consultation, including the allocation of responsibility. <b>(Oct 2001)</b></li> <li>• Formal recording will take place of individual and collective meetings with key stakeholders particularly contracted providers in a case log style <b>(Ongoing)</b></li> <li>• Agreement with contracted service providers to implement surveys alongside the in-house service. <b>(Dec 2001)</b></li> <li>• Publish results of consultation, alongside action plans for service improvements in areas identified by service users and carers. <b>(Annual from June 2002)</b></li> <li>• Formal review on consultation processes on an annual basis. <b>(Annual from July 2002)</b></li> <li>• Policy developments will continue to be referred through local committees and council structures. <b>(Ongoing)</b></li> </ul>		

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8	Lessons learned from the process of the Best Value Service review will be shared with other sections within Social Work and also corporately to improve the process for future service reviews including the next Home care review.	<p><i>Improve the process for future reviews including information gathering. Option appraisal and cost analysis.</i></p> <p><b>PMP Criteria – 1, 3, 7, 8.</b></p>	<p><b>Management Outcomes</b></p> <p>To ensure that Best Value service reviews are rigorous and challenging.</p>	<ul style="list-style-type: none"> <li>• A paper will be produced, and agreed within Social Work, after the completion of the review outlining the areas of strength and areas where the review process requires to be more rigorous. This will also be addressed with the Corporate development and Communication section. <b>(Dec 2001)</b></li> <li>• Discussion will take place with the Corporate development and Communication section to develop ways in which elected members can be involved in individual service reviews at an earlier stage of the process. <b>(Feb 2002)</b></li> <li>• Discussion to take place with appropriate services to develop the responsibility for all key staff involved with Service reviews. <b>(June 2001)</b></li> <li>• Discussion will be undertaken with the appropriate finance personnel to implement appropriate processes to measure the cost of both implementing the review (including consultation)</li> </ul>	<ul style="list-style-type: none"> <li>• Council –wide and Department- wide actions will be agreed after the completion of the review paper to improve the Service review process.</li> <li>• Active involvement of elected members in the review process.</li> <li>• A programme of training will be available to identified staff at the level most appropriate to enable them to carry out the tasks required of them during the review.</li> <li>• A system is in place that allows for costing of individual components of the review process and cost of identified options.</li> <li>• Future Service reviews will evidence the improvement outlined above</li> <li>• The public will be kept informed of the Services performance against key results outlined in the Best Value review.</li> </ul>	

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8	Lessons learned from the process of the Best Value Service review will be shared with other sections within Social Work and also corporately to improve the process for future service reviews including the next Home care review			<p>and a system to measure the cost of identified options short of requiring a public tendering process. <b>(June 2001)</b></p> <ul style="list-style-type: none"> <li>• Discussion will take place with the Corporate development and Communication section to develop a process of public reporting of key results from the Best Value reviews. <b>(June 2001)</b></li> </ul>		

**AGENDA**

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