

Community Care and Housing Strategic Framework



“Independence, Choice and Quality”

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Foreword

It gives me a great deal of pleasure to introduce the first Community Care and Housing Strategic Framework for South Gloucestershire Council. The framework recognises that there have been significant changes in the area of social care and housing in recent years and it forms a platform to continue with the progress made.

The Framework is broad enough to set out the direction of travel without losing the flexibility needed to be able to respond to the changing needs of South Gloucestershire's residents.

In a radical departure from common practice, this is a strategic framework which is for all residents. A major aspiration is that people benefit from opportunities to be independent, have services of a high quality and a range from which to make a choice. The traditional focus on client groups leaves open the risk that services will not be balanced, and one of the big issues we must address is the balance in provision to ensure that access to services and opportunities is fair.

In writing, I would like to thank our staff and partners for their contribution to the successes we have had and to wish you well as you move forward, equipped with what I think is an innovative and effective road map which will build on and improve services and opportunities for all of our residents.



Matthew Riddle
Executive Member
Community Care and Housing

Introduction

This Community Care and Housing Department Strategic Framework sets out the direction of travel for the Community Care and Housing services provided by South Gloucestershire Council.

It will provide new impetus to the existing and long standing focus of community care and housing services which is the promotion of **independence**, ensuring people are able to make **choices** about when, where and from whom they receive their support and improving **quality**.

It shows in very broad terms, how the Department will manage the tensions between cost, demand and increased expectations that are likely to remain a feature of community care and housing planning and provision into the foreseeable future. It does this by mapping out at a high level the service models we need to create so we can maximise the opportunity to deliver the widest range of services at consistent quality levels within the budget available.

This high level mapping will support the development of and engagement in our Joint Strategic Needs Assessment.

Budget planning and financial management are critical factors as the resources made available to the Council in order to provide Community Care services are likely to remain constrained and subject to efficiency targets. However, in spite of this, the strategic framework proposes a radical and far reaching programme of change, building on the secure foundations we already have in place.

These foundations are a firm, financial position, leading edge business processes which will ensure we are in a position to plan, manage and optimise our performance, a strong and focused practice base, good mechanisms for consulting with local people and excellent relationships with other public service and independent organisations particularly the Primary Care Trust and housing association partners.

The Strategic Framework sets out in concise terms:

- How we want to continue to improve and maintain our performance

- The key strategic focus for our staff and partners
- How we will plan for services which deliver the outcomes that our communities and individuals want
- The relationship between this and other local and national strategies

At its core, the Framework identifies:

- The shift towards a stronger focus on **value for money** service models
- Further reviews of community care and housing functions to ensure services are **personal** around the needs of the individual and to provide choice.
- A renewed emphasis on **local** services where people access opportunities close to their own homes and in their own neighbourhoods
- An ambition to make sure that access to Community Care and Housing services is **fair** for all
- How we intend to provide services which are **forward looking** and fit for purpose
- Measures we will take to shape a **well skilled workforce** which can deliver modern services within our communities
- The need to make services easy to **access** to provide up to date, good information

These themes were selected because of their relevance to people and as a result of reviewing national and local policy and trends. They reflect our vision for future services and provide a basis for improvement for all communities.

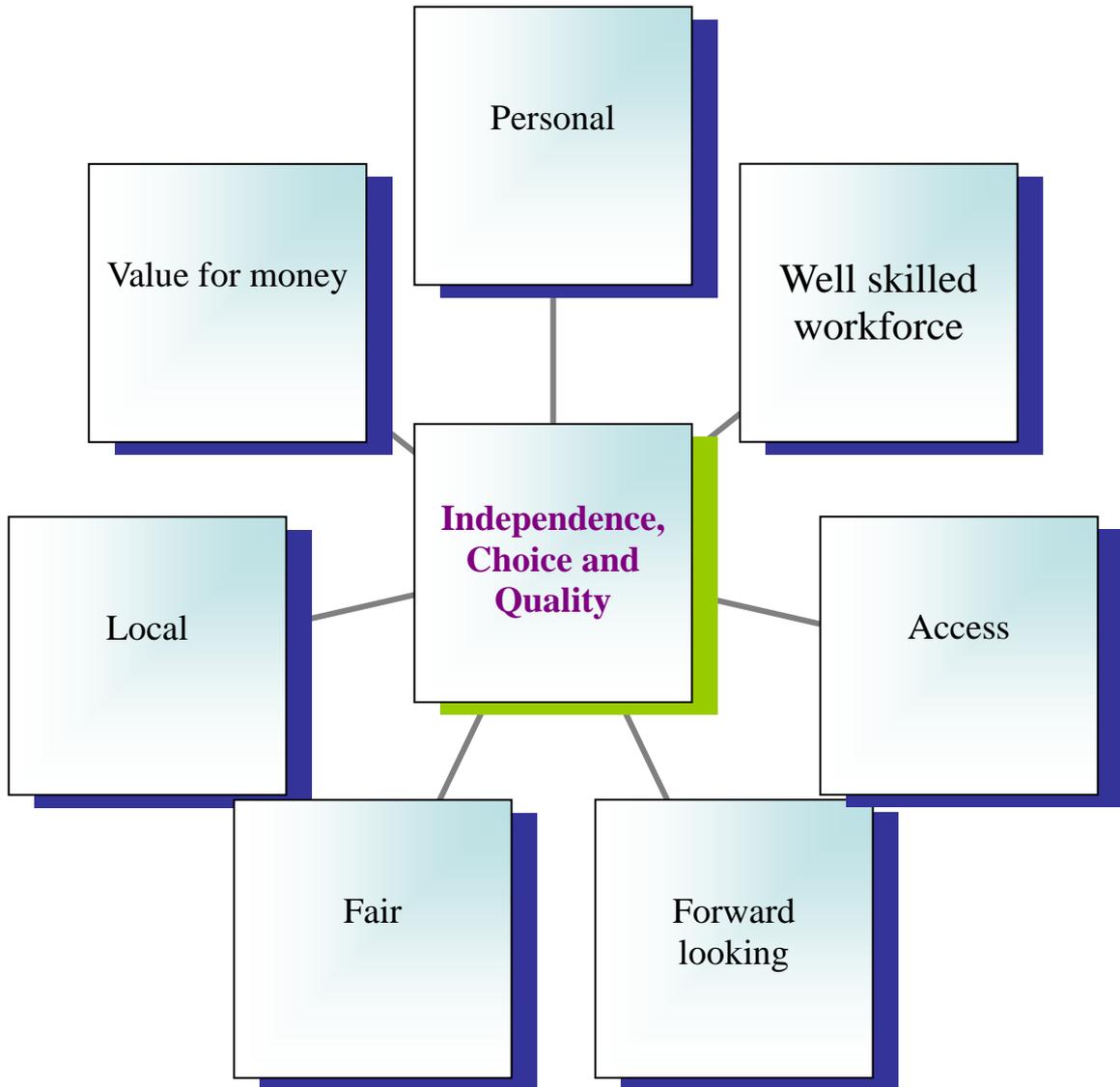


Fig1 shows a diagram of how the themes both fit around and contribute to developing our objectives of **Independence, Choice and Quality**. By addressing each of the themes in all of our strategic planning and commissioning we will ensure that Independence, Choice and Quality are consistently at the forefront of our service delivery.

Context

There has been a significant shift in Community Care policy in the last few years which has changed the emphasis from Councils providing services to older and disabled people from a fairly standard menu of options to councils supporting communities and individuals to be more independent and as far as possible, to be able to meet their own needs.

The Strategic Framework provides a very high level vision which will shape and inform our more detailed and specific strategies. These local or client specific strategies include:

- Older people
- People of working age with mental health needs
- Adults with learning difficulties
- People with physical and sensory impairments
- People who misuse alcohol and or drugs
- People living with HIV
- Ex-offenders
- Asylum Seekers
- Migrant Workers
- Vulnerable people with housing needs and people unable to access market housing due to affordability
- Carers

Individual strategies will also demonstrate a clear focus on the achievement of outcomes, defined within the national outcomes framework as:

- Improving health and emotional well-being
- Improved quality of life
- Making a positive contribution
- Increased choice and control
- Freedom from discrimination and harassment
- Economic well-being
- Maintaining personal dignity and respect

This strategic framework is a broad document and it recognises that specific issues are raised in relation to 'hard to reach' groups when planning and delivering services. It will be important therefore that specific strategies reference and have a clear regard as to the impact on people from black and other minority ethnic groups, people who live in areas of greatest need and other potentially marginalised groups.

The framework brings together the seven themes which are common to all community care and housing services. Through monitoring, we will be able to ensure that each specific strategy can be mapped against the themes and outcomes so that members of the Council and our staff are able to understand the relationship to the high level strategic framework, the local or client specific strategies and most importantly our work with South Gloucestershire residents.

The Strategic Framework is consistent with:

- The Council Plan 2008 to 2011
- The Community Strategy 2008 to 2026
- Local Area Agreement
- NHS partners' direction of travel
- National Guidance
- National/regional policy
- Local Policy
- Local population and needs data
- Consultation feedback and service user views
- Putting People First (2007)

Other Plans

Council Plan

The Council Plan has, at its core, three priorities, which are investing in Children & Young People; Improving Health and Modernising Community Care and Health Services; and managing Future Development, ensuring that local housing, transport and social infrastructure requirements are integral to these developments.

Community Strategy

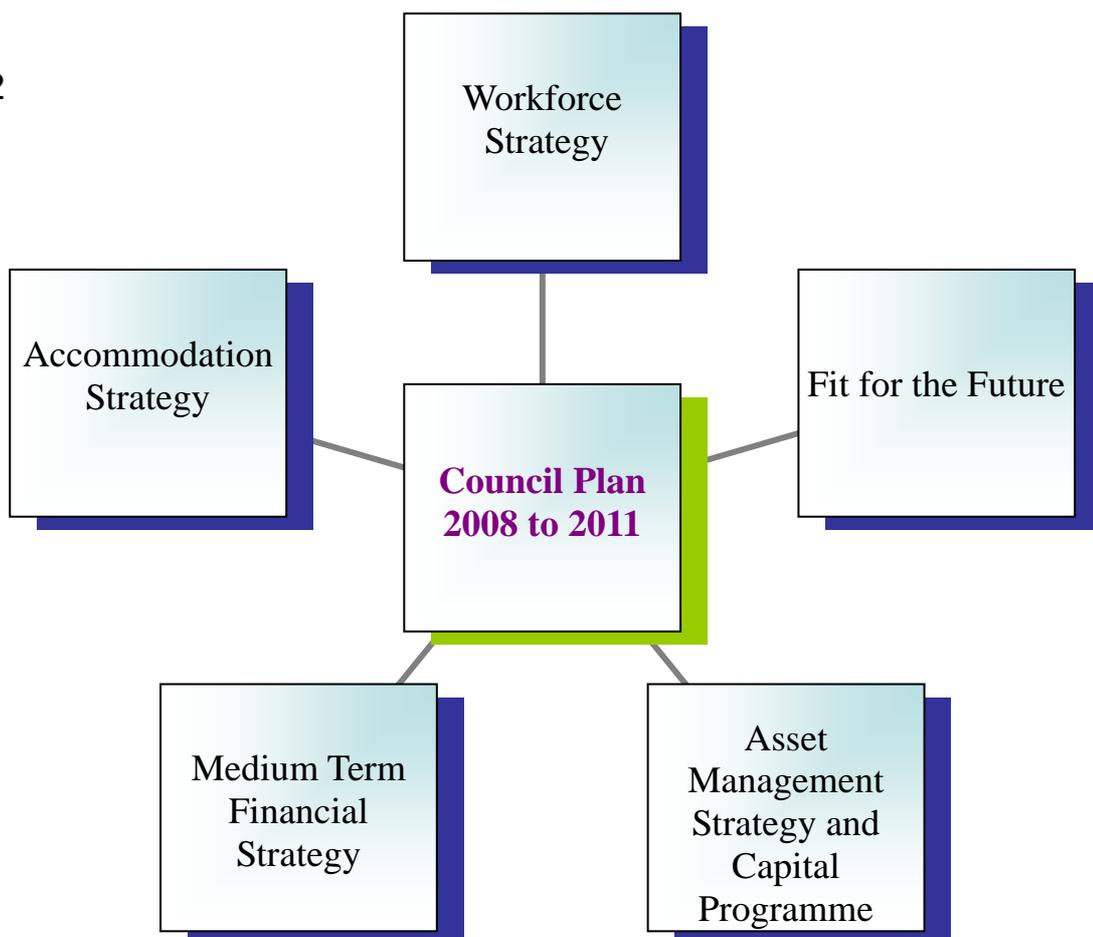
A key objective of the Community Strategy is to provide a framework for the delivery of sustainable development at a local level.

It expresses the Local Strategic Partnership commitment to address issues important to local communities including those of health and well-being. The Community Strategy is also the underpinning document for the Local Area Agreement and this Community Care and Housing Strategy and as such is consistent with and supportive of, the objectives of both.

Local Area Agreement (LAA)

The LAA is jointly agreed by the Local Strategic Partnership and contains a series of joint performance targets, highlighting specific performance measures and identifying how performance will be improved. Associated with the LAA are a range of stretch targets which are aimed at improving services to carers and enabling more adults with learning difficulties to live independently and a target of tackling fuel poverty.

Fig 2



Strategic Relevance

This Strategic Framework aims to ensure opportunity for all of our communities, underpinned by fairness and equity, but responding to the differing needs of our communities. It recognises that:

- There is a projected increase in the numbers of older residents within South Gloucestershire, especially in the numbers of people aged over 80.
- A reducing workforce who have a greater and increasing range of employment options available to them.
- A worsening housing affordability situation with high house prices.
- The increasing and unsustainable cost of meeting demand if services continue to be provided on the existing menu model.
- The need to change services from traditional services, many of which foster dependence, to services and opportunities which are more personal, allow greater independence and choice and are of as high a quality as possible.

The approach set out in this document is very different from any other strategic document we have produced to date. Until recently, much commissioning and strategic intention was focussed around a fairly traditional approach to performance. This involved measuring volume, cost and activity with a focus on vulnerable adults, older people and people who are service users with little emphasis on the population in general and prevention/low level support.

South Gloucestershire Council wants to move from this model to improved service user choice and independence where we can offer access to modern, personalised and flexible services. People report wanting to feel more in control of services and we need to maximise opportunities to engage in mainstream, community and voluntary based activities. There are a range of tools available to enable this switch and this framework document aims to provide a broad vision to ensure that this change is consistent with our clear stated objectives for community care and housing.

It will be supported, with detail added, by the Departmental Service Plan. All of the Council strategies are linked clearly with the Medium Term Financial Strategy.

In addition to providing the direction of travel for all of the Community Care and Housing strategies and plans, the framework supports the rebalancing of our effort to shift from an assessment and care planning function with a significant provider role, towards creating a Community Care and Housing Department which is primarily a strategic commissioner, including joint commissioning with the NHS.

We will build on our well tested partnerships with a wide range of stakeholders and we will increasingly look to the involvement of the public will help shape how we rebalance our services. We need to develop the relationship between the Community Care and Housing Department, Town and Parish Councils, Health, other public bodies, Voluntary Organisations and the Independent Sector and well as new, non-traditional partners. We expect to develop increasingly effective partnerships delivering real improvement and efficiencies leading to better outcomes for individuals.

This rebalancing is fundamental to achieving the ambitions of the Strategic Framework by:

- Releasing capital and other assets for reinvestment
- Reshaping outdated services
- Expanding the range of services
- Investing in new services that promote positive outcomes
- Improving cost effectiveness
- Improving accessibility across the authority

Improving Outcomes

In future the extent to which councils provide services and infrastructure to improve outcomes for customers will be a critical factor in deciding their performance rating.

South Gloucestershire Council is committed to improving the experience of customers and fully subscribes to improved outcomes while resisting the previous emphasis on processes and quantity to define success.

The role of the Council as a commissioner will mean assessing our ability to commission and deliver services to clear standards of both quality and cost, by the most effective, economic and efficient means available and so demonstrate value for money.

As a Community Care and Housing Department our ability to be able to improve outcomes will to some extent be dependent on our ability to provide leadership and direction. This we will demonstrate by being accountable through consultations with local people and in particular, those who use our services.

Developing the Themes

This section of the Strategic Framework deals with the seven themes in more detail. There is a description of each theme and why it is relevant together with a diagram which shows the main areas of work being undertaken in various parts of the Council to support and underpin that theme.

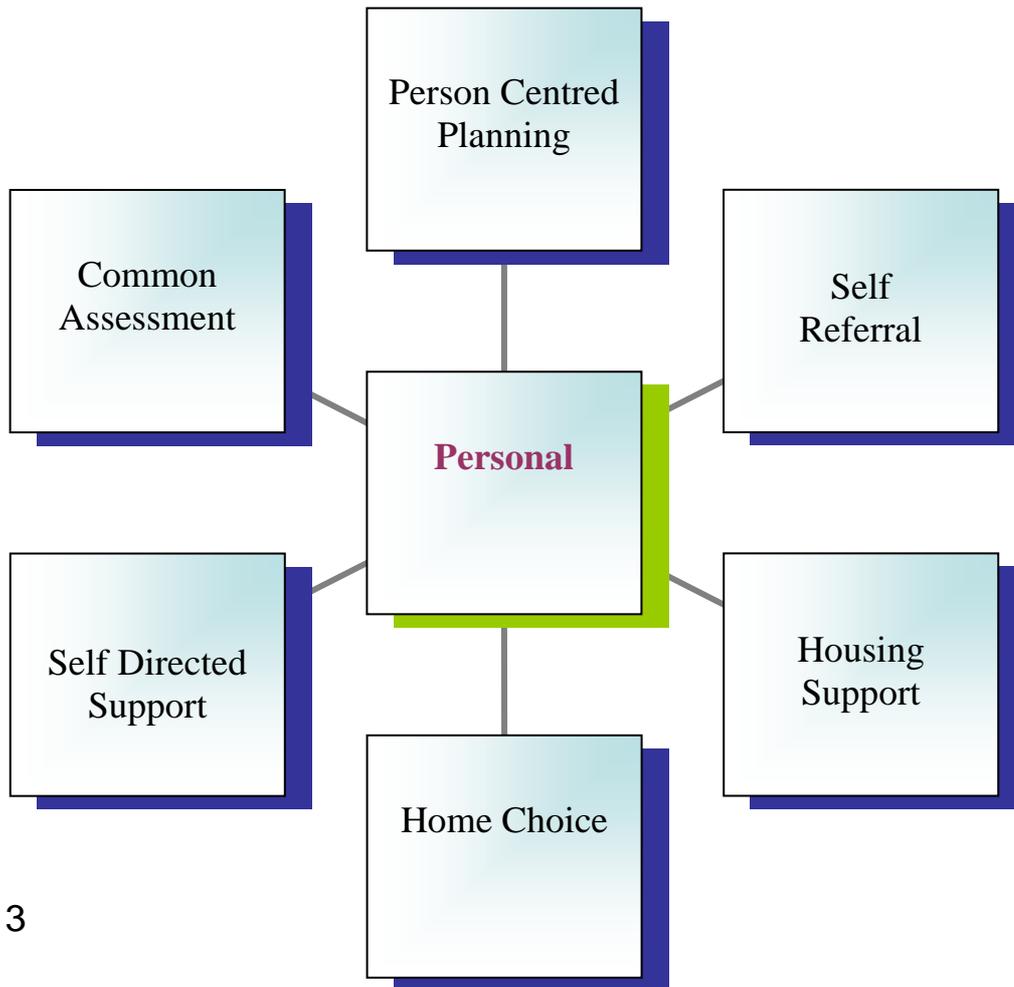


Fig 3

Theme 1 -Personal

Increasingly people expect services which are tailored to their own needs and which will enable the outcomes they want. This will present challenges from a commissioning and care planning perspective but the benefits are actions which are proportionate and which utilise the experience of the individual in planning their support.

Theme 2 Fairness

Although South Gloucestershire is a fairly healthy and wealthy community, there are marked inequalities in health and social care. The number of people from black and minority ethnic groups is relatively low and the distinct needs of these groups warrant specific attention in planning services.

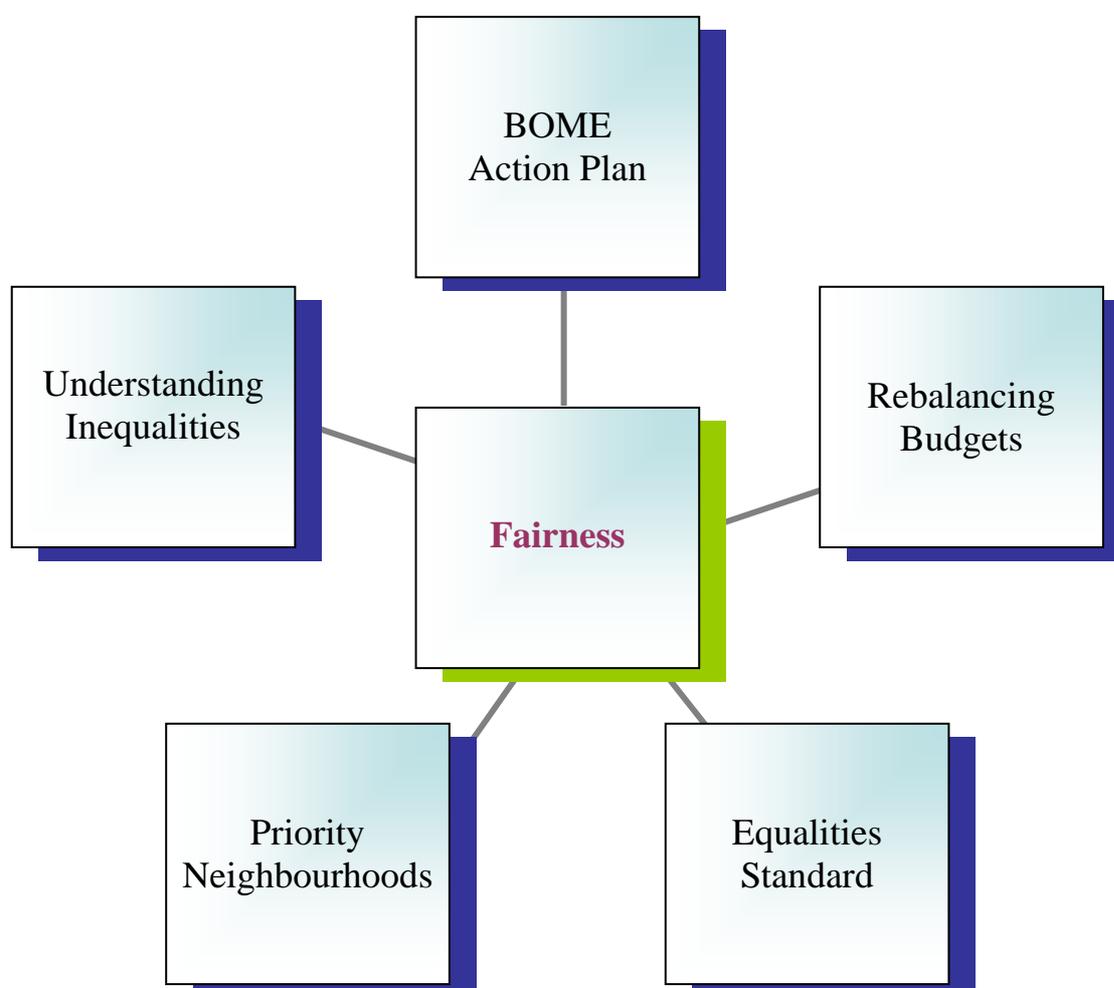


Fig 4

Theme 3 Value for Money

Each year the Department spends nearly £50M of public money and it is critically important that it can achieve value for money across all its services.

Value for Money is about the provision of high quality services that can be demonstrated to meet the optimum balance between cost and successful outcomes for people. A clear relationship between budget and performance will also inform our approach to Value for Money.

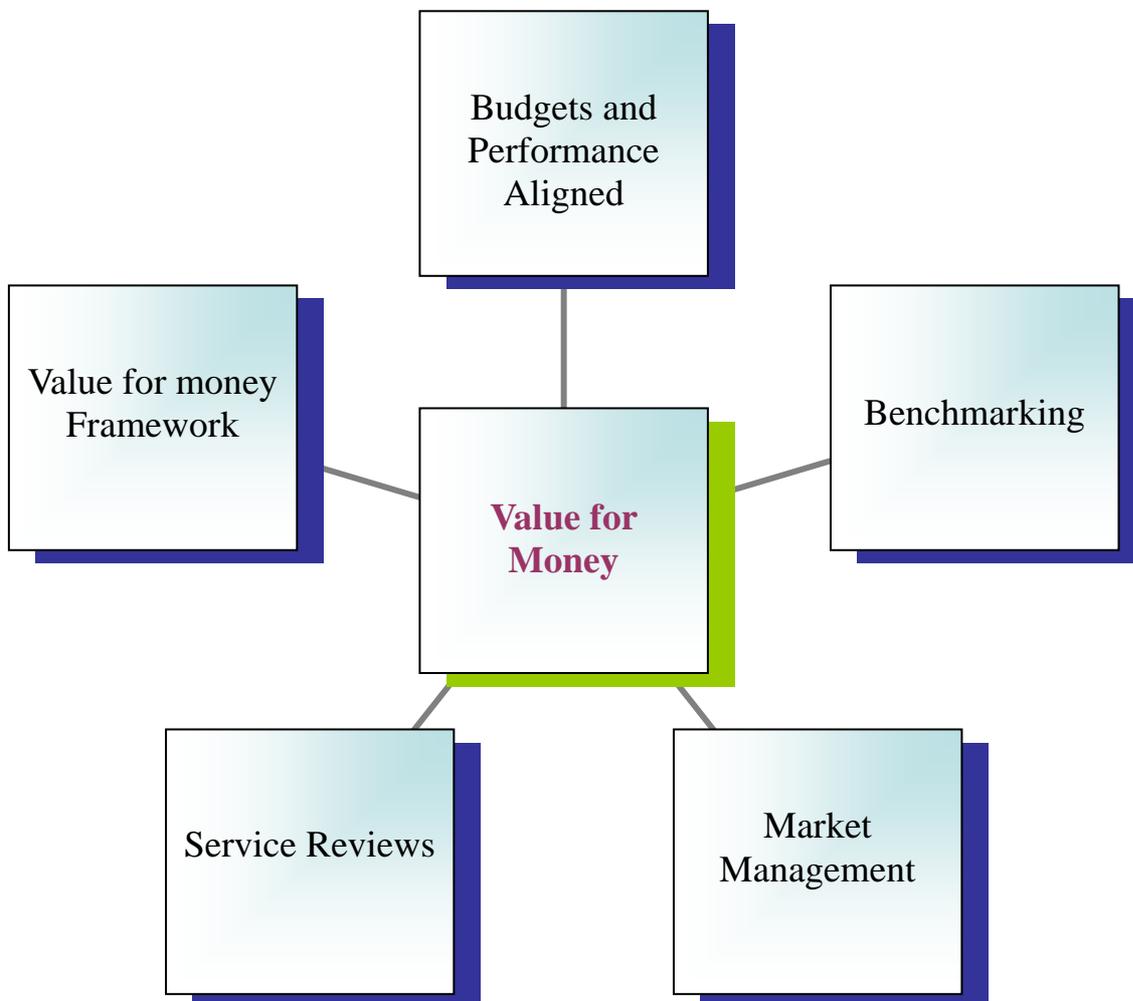


Fig 5

Theme 4 Skilled Workforce

We need to move beyond our traditional approach to workforce planning which tends to look at the existing workforce. Together we need to work to understand the impact of developments such as self directed care to shape a 'whole market' workforce which will be able to meet the new demands.

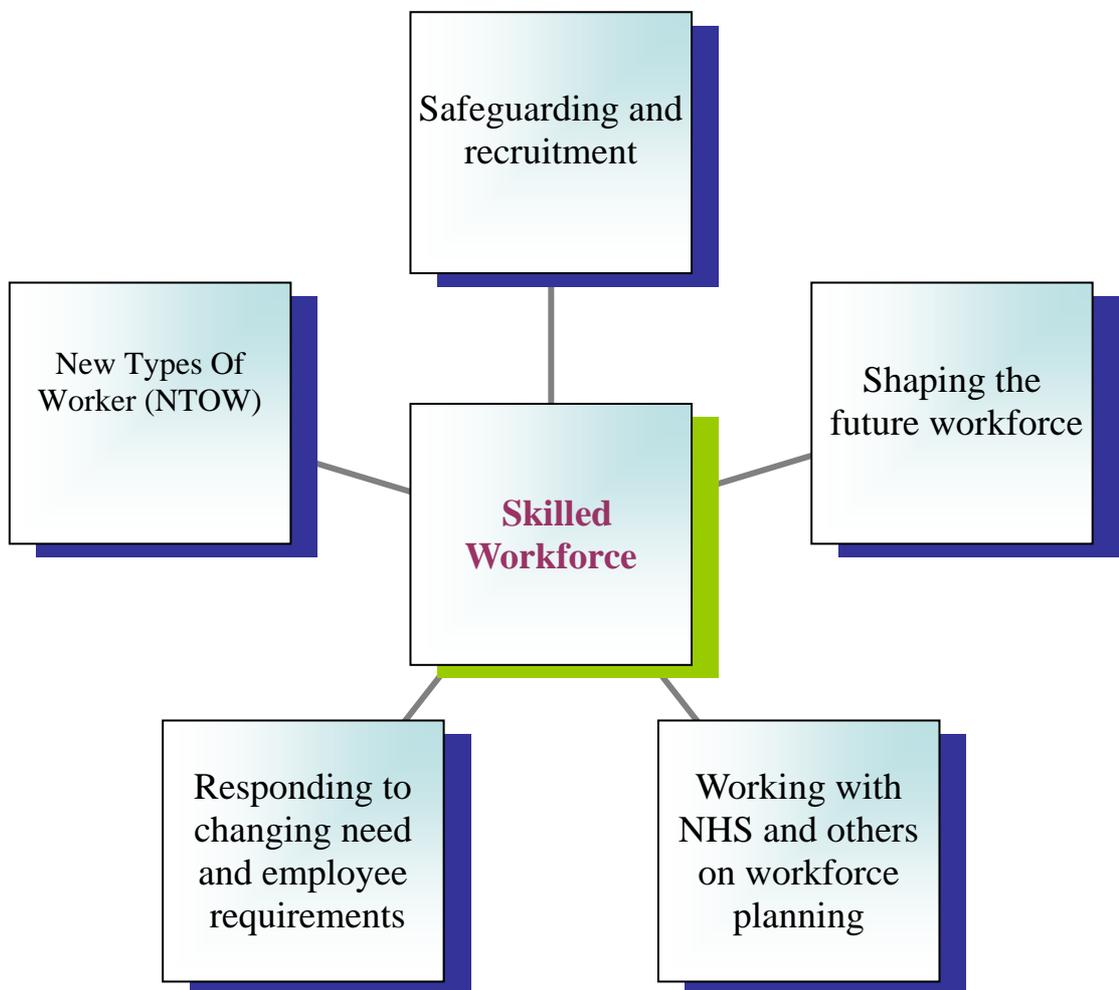


Fig 6

Theme 5 Forward Looking

In terms of moving services forward, we need to shift from the existing menu of services to provide a range of options from which individuals and their carers can select to ensure their own outcomes are met.

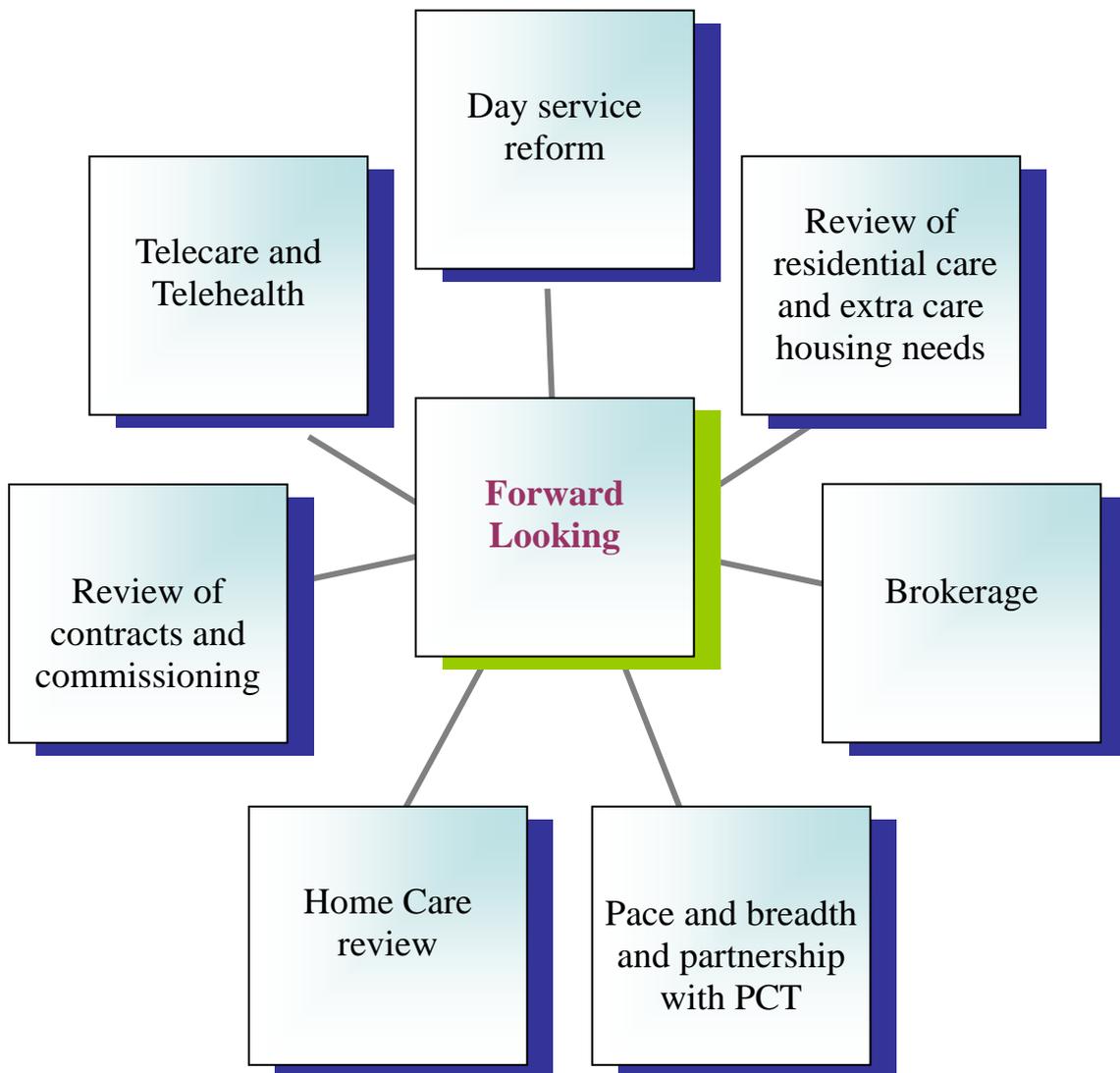


Fig 7

Theme 6 Local

An important aspect of forward looking services is that they are available locally, focus on mainstream services and minimise the need to travel to access help and support. Local services also fit with the need to focus on priority neighbourhoods and present a chance to engage with individuals and communities on very specific issues

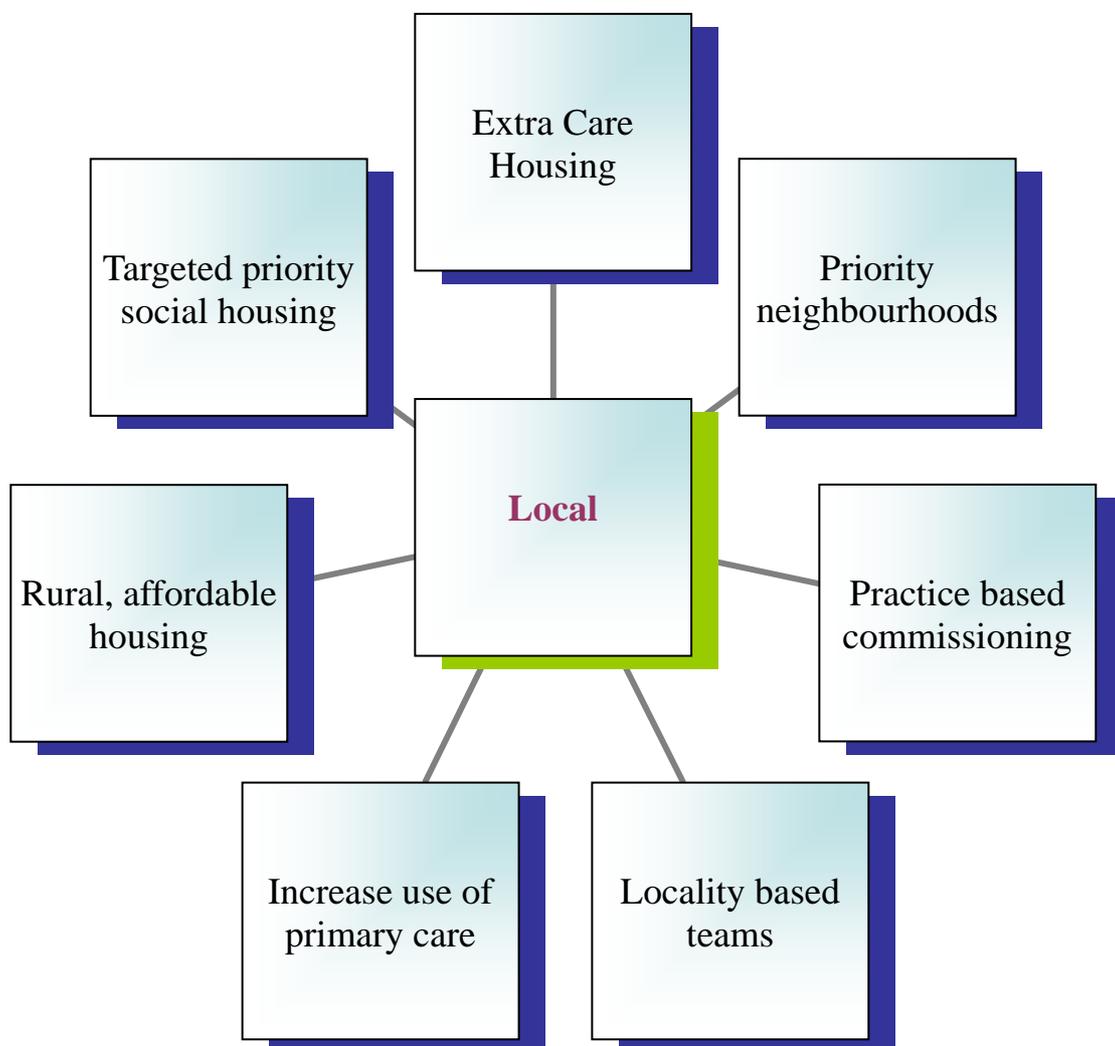


Fig 8

Theme 7 Easy to Access

There is an increasing emphasis on being able to access information and support by the means which suit the individual best and at a time which suit them best. Carers may not live locally but still want information. In addition to ease of access timely assessment and information are also regarded as important and work will be undertaken to ensure this.

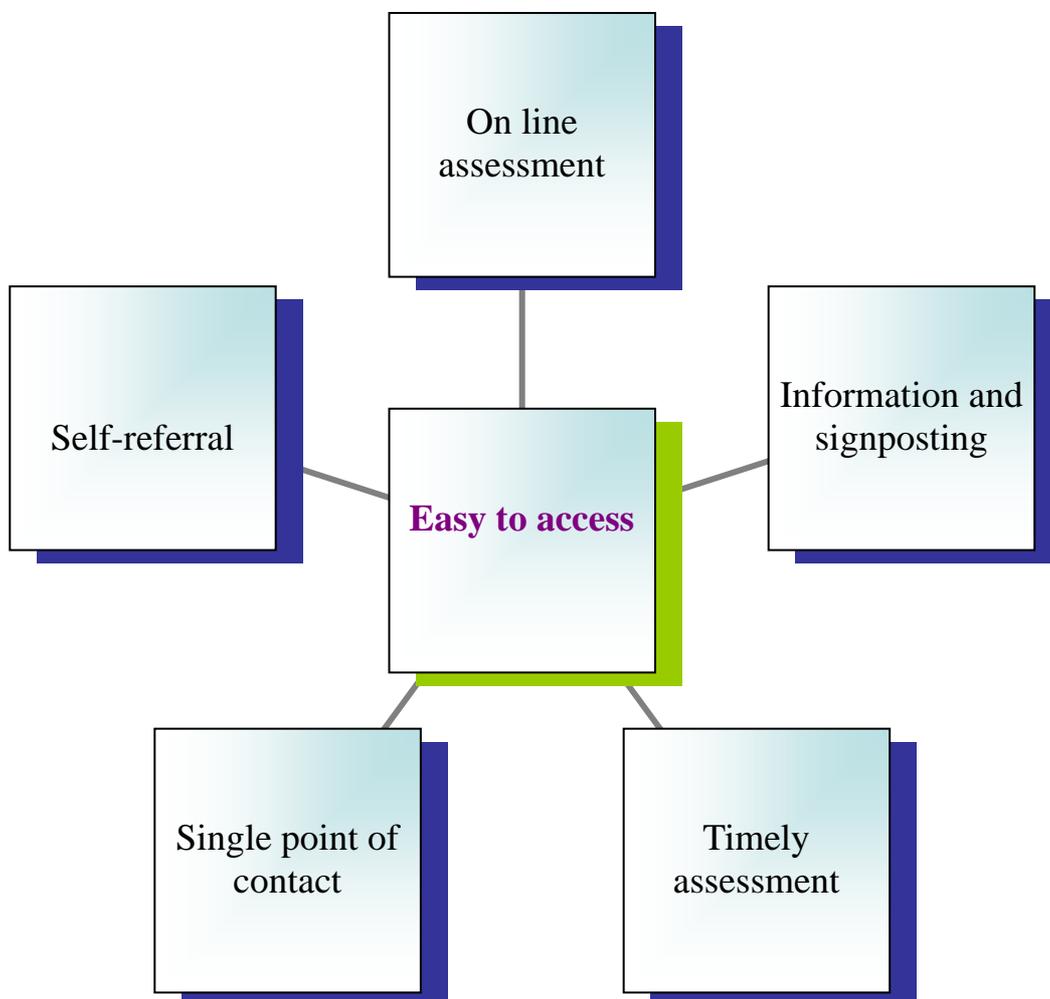


Fig 9

Monitoring Progress

Overall, the Strategic Framework is a considerable challenge in terms of capacity and change management. It is a strategic framework which will need to be supported by partners and it will be essential therefore to incorporate monitoring of implementation into partnership groups or bodies. This will particularly reflect in:

- Building activity and targets into the Departmental Service Plan
- Senior Management Team ongoing performance review
- Planned and occasional inspections by Regulators
- Building progress reviews into the Department's Annual Report
- Periodic briefing papers to the Executive Member, Select Committee and Health Scrutiny
- A programme of reviews by Senior Managers of our strategies and plans
- Project monitoring through the Community Care and Housing Directorate
- Reporting to the Health and Well-being Strategic Partnership

Robust monitoring arrangements will support a determined and purposeful approach to ensuring that framework implementation maintains its priority status and momentum despite the inevitable competing pressures that will emerge during the life of the Strategic Framework.

Conclusion

This Strategic Framework sets out in the broadest terms the direction of travel for the Council's Community Care and Housing services. It has not set out to propose detailed models or impose targets, these important pieces of work will be undertaken and published elsewhere as the business case and options for change develop from the strategies and programmes which are in place or are to be initiated. The change process for this must be carefully managed and will bring the opportunity to have a clear focus and to develop organisationally our arrangements for the planning, commissioning and delivery of adult care services.

While the Framework has been developed largely in terms of the Council's service provision, most aspects of strategy implementation will require collaboration with partner agencies in order to secure

the gains of partnership working.

Making progress on health and social care integration must be seen as very much part of the objectives set out in this strategy. This will be underpinned by the Local Area Agreement, the Health and Well-being Strategic Partnership and working on the Joint Strategic Needs Assessment.

It must also be recognised that change is not always popular but to stay with the certainties of existing service provision is, in the longer term, likely to lead to a decline in the quality, range and cost effectiveness of services available.

The Strategic Framework communicates an ambitious programme but one focused on delivering real and sustainable improvements to services so that they are better able to meet the current and future needs of the residents of South Gloucestershire.