



Draft for Consultation

Sutton Adult Social Services Commissioning Strategy 2013-16

Adult Social Services Housing and Health (ASSHH) Directorate

November 2012

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1. Introduction

Adult Social Services, Housing and Health (ASSHH) is the Commissioning Directorate within the Council responsible for assessing and commissioning services to meet the social care needs of the adult population, assessing and planning to meet housing need, overseeing the management of the local authority housing service, leading on health partnerships and supporting the delivery of the Public Health functions that transfer to the local authority on 1/4/13. Adult social care focuses on the safeguarding of adults at risk from harm or abuse, promoting and maintaining independence and enabling citizens to have choice and control over their care and support services through personal budgets and direct payments; and reducing the use of institutional care.

The Corporate Plan for Sutton Council contains high level priorities under the themes of 'safer', 'fairer', 'greener', and 'smarter'. The Joint Health and Well being Strategy for the Council and partners at the Sutton Health and Well being Board has a vision to 'improve the health and well being of people in Sutton by working with communities and residents to increase the opportunities for all to enjoy healthy, safe and fulfilling lives and reduce health inequalities between communities'. ASSHH works to most of the priority themes to deliver the outcomes of the Strategy. The key ones are: to safeguard and protect both individuals at risk of harm and abuse as well as and the whole population at risk of disease; enable communities and individuals to look after their own needs whether health, care or support; promote independence and personalisation, choice and control; encourage prevention and early intervention to reduce or delay the requirements for social care or health services, and reduce the risks of people reaching a crisis point. ASSHH works with partners within and outside the Council to meet outcomes for local residents within available resources.

We are mindful that we are working in an austerity environment and the Council has to deliver significant ongoing savings. ASSHH has, through considerable efforts, achieved the targets set by the Smarter Services Sutton (SSS) programme, year on year, totalling £11m to 2013/14.

ASSHH is a commissioning directorate, with the majority of previous ASSH provider services decommissioned through the SSS programme. Market development (including addressing market failure), and quality assurance across social care, housing, and health care are our core business. Our ability to meet the assessed and planned social care, health and housing needs of Sutton citizens is enabled by our commissioning capabilities. In particular we are continuing a journey of increasing the volume of services commissioned through outcome based contracts. ASSHH is developing its plans in relation to prevention and early intervention (as outlined in the Joint Health & Wellbeing Strategy). As part of this ASSHH will be linking to the Neighbourhoods, Localities and Public Realm initiatives to ensure we maximise opportunities to engage with citizens in localities.

2. Executive Summary

2.1 The Sutton Adult Social Services Commissioning Strategy 2013-16 is a statement of Council Policy that links the information in the Sutton Joint Strategic Needs Assessment (JSNA) to the Market Position Statement, ASSHH Commissioning and Finance Plan 2013/14 and ASSHH Directorate Commissioning Priorities 2013/14.

2.2 The Strategy links to National Priorities:

- Implementing the white paper Caring for our future: reforming care and support (2012);
- The National Dementia Strategy;
- Implementing personal budgets and reducing use of residential care;
- Securing Best Value for Tax payers from reduced financial resources.

2.3 The strategy links to Local Priorities:

- Investment in preventative services to reduce number of service users who are Fair Access to Care Services (FACS) eligible and eligible for financial support from the council for personal budgets;
- more care for adults who use care and support services in their own home and less care in registered care homes.

2.4 The strategy cross references to other commissioning strategies-

20-20 vision- The strategy for services for adults with learning disabilities

<http://sutton.moderngov.co.uk/ieDecisionDetails.aspx?ID=702>

Joint mental health commissioning strategy.

<https://www.sutton.gov.uk/CHttpHandler.ashx?id=7872&p=0>

The document is designed to fit into the framework of the guidance of the DH and ADASS programme Developing Care Markets for Quality and Choice (DCMQC)

<http://ipc.brookes.ac.uk/dcmqc.html>

2.5 The Strategy links to other council and national strategy documents in particular:

Sutton Health & Wellbeing Strategy:

http://www.suttonccg.nhs.uk/website/SUTPBC/files/SCCGBd_04_07_12_Pt1-Att_07-Joint_Health_Wellbeing_Strategy-2012-13.pdf

Sutton Housing Strategy

<https://www.sutton.gov.uk/index.aspx?articleid=1885>

Sutton Adult Social Care Prevention strategy;

Sutton Carers Strategy & Action Plan;

<https://www.sutton.gov.uk/CHttpHandler.ashx?id=12470&p=0>

Sutton Corporate Plan

<https://www.sutton.gov.uk/index.aspx?articleid=432>

3. Where we are now, what we are doing, and why

The Local Account describes the current activity and performance of Adult Social Services in Sutton:

<http://www.sutton.gov.uk/CHttpHandler.ashx?id=17504&p=0>

Sutton Council has agreed a Commissioning approach to its functions which are adopted in this strategy:

<https://www.sutton.gov.uk/index.aspx?articleid=14831>

31. Where we are now:

Commissioning is evidence based with a focus on outcomes for vulnerable adults and their carers;

Developing Opportunities for joint commissioning with the Sutton Clinical Commissioning Group;

Developing opportunities for shared services and integrated working with other partners to improve care pathways for users of health & social care;

Using quality assurance framework and audit tool, contract monitoring and analysis of care provider performance to get best outcomes;

Focus on safeguarding- commissioning reports to Sutton vulnerable adults safeguarding board;

Working in the new partnership arrangements accountable to the Health & Well Being Board;

Working in Partnership with community and voluntary organisations in accordance with the Sutton Compact;

Working with local care and support providers through provider forums:

<https://www.sutton.gov.uk/index.aspx?articleid=14644>

3.1.1 The Commissioning Strategy responds to the principle and practice of personalisation- ie individual or “micro commissioning” following an individual NHS & Community Care Act section 47.1 community care assessment, FACS eligibility and financial assessment to agree statement of support needs and allocation of a

personal budget to meet eligible needs. The personal budget is a direct payment or if this is not possible council arranged personal care services. A smaller volume of procurement follows from carrying out of a carers assessment. In both cases procurement is from CQC registered personal care providers who have been procured with a tendering exercise with the understanding that the council makes no commitment to the number of hours purchased, so service users and carers have choice from a range of care providers.

3.1.2 Alongside personal budgets, a new initiative is underway using community social work to support individual adults who would be eligible for care and support services to access neighbourhood and community support. There is ASSHH funding for prevention and well being support services commissioned from local community organisations monitored with these outcomes:

- People live their own lives to the full, maintain and improve their health and wellbeing by accessing and receiving high quality information and advice;
- Carers can balance their caring roles and maintain their desired quality of life, which may include employment;
- People maintain and improve their level of independence through accessibility of help with practical tasks;
- People are able to develop/maintain a family and social life and contribute to community life, avoiding loneliness or isolation.
- Supporting people with dementia to enable them to remain living in their own home.

3.1.1 This table brings together the content of the JSNA, Commissioning Strategy and Market Position Statement:		
The Sutton JSNA <u>Sutton Joint Strategic Needs Assessment</u>	This Commissioning Strategy	The Market Position Statement <u>https://www.sutton.gov.uk/index.aspx?articleid=12421</u>
-Defines demand across health, housing and social care. -A broad based statement of current and future trends. -Identifies and targets key populations, using predictive risk modelling. -Looks at long term patterns of need and demand.	-Based around groups of service users, commissioning strategies should: -Build on the view of demand presented by the JSNA. -Identify current practice and future use of public resources. -Look at the resources the local authority has available and how these may be allocated or re-allocated in the future.	-An analytical, 'market facing' document that brings together material from the JSNA and commissioning strategies into a document that presents the data the market needs to know if they are to plan their future role and function. -Identifies the needs and preferences of different service user groups in the market, e.g. older people, learning disability, etc. and covers local authority and privately funded users of care. -Indicates the necessary changes, characteristics and innovation to service design and delivery the local authority would like to see in the market to meet the needs and preferences of the whole population, and how the local authority will support and intervene in local markets.

3.2. Key Commissioning issues in the care groups of users needing care and support services:

3.2.1 Transforming Lives

<https://www.sutton.gov.uk/index.aspx?articleid=12677>

Transforming Lives was the Sutton implementation of the national Transforming Social Care programme. The programme implemented personalisation and the focus on care for adults with care and support needs in their own home, with choice and control. The commissioning strategy adheres to the principles of transforming lives. Block contracts for care have been ended and replaced with framework agreements (zero hour commitments to care providers) and increased use direct payments.

3.2.2 Older People:

Lack of Demand and low level of need for residential care home places in Sutton

See also the Market Position Statement:

<https://www.sutton.gov.uk/index.aspx?articleid=12421>

Sutton has a growing population of over 65s, but more people are living longer in good health, leading independent lives and living in their own home longer, or in sheltered housing. Fewer older people are choosing to move into care homes. More people are living in their own home with care and support provided by health and personal care professionals and with family and neighbour support and the support of local community organisations. As a consequence there are large numbers of vacancies in care homes in Sutton and surrounding areas:

http://www.carehome.co.uk/care_search_results.cfm/searchunitary/Sutton/searchctype/bed-vacancies

The local authority funds care and support for older people who are FACS eligible and who are not self funders. Currently Sutton arranges about one residential care placement per week, mainly in nursing homes, including out of borough in accordance with the user choice of accommodation directive.

There is a development programme underway of 120 extra care supported living for older people – 2 schemes for people eligible for social housing (Elizabeth house and Franklin house) and a scheme for leaseholders. These will further reduce demand for residential and nursing care homes for social care funded and self funders.

3 sites currently have planning permission for care homes- 180 beds:

Felnex in Hackbridge

Former BIBRA site in Carshalton Beeches

Bawtree near Sutton town centre

Existing homes meet CQC registration standards for accommodation. There is a great deal of choice available – over 100 homes within a 5 mile radius of Sutton civic centre. **Consequently it is council policy to oppose the planning approval for new care homes.**

Older People with Dementia:

There are increasing numbers of Older People with dementia in Sutton, living with their carer and living alone.

Caring for more people with dementia- self funders and local authority funded through personal budgets- is a key commissioning challenge for delivery of the strategy action plan.

This will be achieved by local implementation of the National Dementia Strategy in partnership with the clinical commissioning group, health & social care providers and local community organisations:

<http://www.dh.gov.uk/health/2011/07/dementia-strategy/>

To increase care at home for people with dementia a range of Personal care providers who are registered with CQC have been procured through a tendering process to be on a framework from which self funders, social workers, service users, carers and relatives can procure personal care in their own home.

The majority of vulnerable adults over 65 in Sutton are self funders. An aim of the commissioning intentions of this strategy are that they are able to purchase good quality personal care services from a choice of care providers who are competitive in price and of good quality- compliant with CQC standards.

Link to framework personal care providers list when public January 2012

Link to Our Sutton (information directory) & Link to Sutton care at home care directory:

<https://www.sutton.gov.uk/index.aspx?articleid=9791>

3.2.3 Adults who need care and support services under 65:

Large numbers of adults under 65 who need care and support services live in care homes in Sutton as a consequence of the legacy of the closure of learning disability hospitals and the last NHS learning disability Hospital, Orchard Hill, from 1995 to 2009:

<https://www.sutton.gov.uk/index.aspx?articleid=13409>

The number of places is reducing gradually and do not need replacing as the local population of young people with **learning disabilities** in transition- approximately 20 per annum- who are FACS eligible for personal budgets choose supported living- ie

personal care in their own accommodation- as tenants. We expect care homes to close over the next 10 years.

The Winterbourne View enquiry identified the abuse of patients in an assessment and treatment unit. There is no need for an assessment and treatment unit in Sutton and any application for planning approval for one will be opposed.

The learning disability commissioning strategy 20-20 vision identifies the work underway to minimise use of residential care.

Local use of Residential care home places for adults with **mental health needs** under 65 has reduced by half in the last 2 years and community care assessments identify the need for supported living as part of rehabilitation to long term support in their own home. Key local joint commissioning activity is the investment in community based health & social care mental health services so that in patient admissions can be reduced by half and length of stay reduced to top quartile national performance.

Adults under 65 with **physical and or sensory disabilities** rarely live in residential care and live in their own home with a person budget to meet their carer and support needs. Improved access to community health & social care support means that adults with long term conditions including epilepsy, autism, and degenerative diseases can live in their own home with a personal budget.

3.2.4 Current practice and future use of Adult Social Care resources.

The current allocation of financial resources is detailed in the category management chart at:

<https://www.sutton.gov.uk/index.aspx?articleid=6637>

Key messages are:

There has been a reduction in spend of £9M per annum in Adult social care spend 2011/12 to 2013/14;

Further reduction in available resources for commissioning are anticipated 2014/15 to 2016/17 as a consequence of local implementation of the national reduction in resources available to local authorities.

There has been significant reduction in spend on in-house services as a consequence of The transforming lives implementation-increased support for adults with care and support needs in their own home. Almost all care procurement is now through framework contracts (zero hour commitment) from private and voluntary organisations and increasing take up of direct payments;

Investment in outcome based preventative services provided by local voluntary organisations has been maintained to avoid or delay need for statutory services.

There has been significant reduction in spend on residential care- to 1 placement per week during 2012/13. LB Sutton purchase less than 25% of available beds in Sutton and this is declining- 2.5 % reduction from January- June 2012. Other beds are used

by self funders or other local authorities and there are increased vacancies. This reduction is expected to continue.

There are places available at the usual cost of care in Sutton, due to the number of vacancies in care homes. Homes with a majority of self funders are at lower risk of closure than residential homes relying on referrals of local authority funded residents.

There have been reductions in numbers of service users eligible for personal budgets- a consequence of more self funders and more users of preventative services. This is expected to continue. The implementation of national minimum eligibility criteria may change the local FACS eligibility and may change the number of adults receiving care and support personal budgets.

Commissioning **workforce resources** are Social workers, contracts and commissioning officers and their managers.

Safeguarding work is carried out in accordance with the Sutton vulnerable adults safeguarding procedures in partnership with other public bodies and local community organisations and care and support providers:

<https://www.sutton.gov.uk/index.aspx?articleid=10823>

The activity of Community care and carers act assessments, re assessments and reviews support adults who need care and support to manage their personal budget. These operational processes are written in the Sutton Adult Social Services community care procedures. Contract monitoring use the Sutton **quality assurance framework audit tool**:

<http://www.sutton.gov.uk/CHttpHandler.ashx?id=18171>

There are approx. 350 ASSHH contracts on the Sutton contracts register. About 250 of these are spot purchased care home placements so the number of contracts is expected to decrease. The personal care framework limits the number of care providers to 35. Service users can choose any of these for council arranged personal care or any registered CQC provider and/or personal assistants using direct payments.

4. Where we want to be

The objectives of the Commissioning Strategy are to ensure that all adults who need care and support services and their carers living in Sutton;

- See a focus on prevention and early intervention services that promote health, wellbeing and a good quality of life;

- For people who require support, commission personal care services for local people from a range of local care providers;

- see that we Commission efficiently and ensure that services for local people are value for money and that quality is everyone's business;

- are assured that safeguarding is at the core of our approach to commissioning;

- see that Commissioning focuses on using Individual's strengths, family support and their local community assets

Young People in transition to adult services have an early assessment of need and indications of personal budget they will be eligible for.

5 .How we are going to get there

Key changes are:

- implementing the budget reductions
- implementing the changes arising from the legislation from the white paper Caring for our future;
- Joint commissioning with the Sutton Clinical Commissioning Group.

During November /December 2012 a public consultation will take place on the draft strategy with an updated Commissioning strategy reported to the Adult Social Services & Health Committee in February 2013 for its agreement.

The [local account](#) will be used to report progress on implementing the strategy.

6. The Delivery Plan:

The Adult Social Services commissioning strategy delivery plan actions are contained in the ASSHH Commissioning and Finance Plan 2013/14.

ASSHH Commissioning Intentions 2013/14 are:

1. All eligible adults in need of social care receive a personalised service
2. The independence of borough residents is extended and their lives fulfilled as far as possible through appropriate prevention, early intervention and reablement services
3. Measures are in place and maintained to ensure that good quality services are provided and that vulnerable adults are safeguarded.
4. Sufficient affordable housing is provided to meet the borough's needs As far as possible
5. The Council's housing stock is improved, regenerated where appropriate and brought up to meet the decent homes standard
6. The effects of welfare benefit reform, particularly on the borough's vulnerable households, are mitigated as far as possible
7. Performance across services including in relation to equalities is maintained and improved wherever possible
8. Sutton's Joint Strategic Needs Assessment is developed and embedded to provide evidence for commissioners on the needs and assets of the population
9. The Health and wellbeing strategy is reviewed for 2013 – 16
10. New health governance structures and responsibilities are embedded within the Council
11. Integration proposals developed.

7. For more information, or to get involved

For more information, please visit the commissioning website at the following address: <https://www.sutton.gov.uk/index.aspx?articleid=12072>

Alternatively, if you would like to make a comment on this strategy please contact the ASSHH commissioning team on 020 8770 5000 or via email commissioningteam@sutton.gov.uk

8. Glossary of terms

ASSHH	Adult Social Services Housing & Health directorate (at Sutton)
CQC	Care Quality Commission
EIA	Equality Impact Assessment
FACS	Fair Access to Care Services
LBS	The London Borough of Sutton

Links to other documents:

[Sutton Joint Strategic Needs Assessment](#)

Sutton Market Position Statement

<https://www.sutton.gov.uk/index.aspx?articleid=12421>

Toolkit for Market Position Statement

<http://ipc.brookes.ac.uk/publications/index.php?absid=658>

Developing Care Markets for Quality and Choice

<http://ipc.brookes.ac.uk/dcmqc.html>

Adult Social Services Website

<https://www.sutton.gov.uk/index.aspx?articleid=9979>

9. Appendix A: The Equality Impact Assessment (EIA)

EQUALITIES IMPACT ASSESSMENT <i>Adult Social Services Commissioning Strategy</i>	
AIMS	
1	<p><u>Is this a new policy/service or a review of an existing policy/service?</u></p> <p>Update of Previous Commissioning Strategies</p>
2	<p><u>What are the aims/purpose of the policy/service?</u></p> <p>To inform Stakeholders of the key commissioning strategic priorities for adult social services in Sutton</p>
3	<p><u>Whose needs is the policy/service designed to meet?</u> (include detail of positive impacts on any specific groups e.g. older people, disabled people etc).</p> <p>Vulnerable adults in Sutton including self funders and their carers</p>
EVIDENCE	
4	<p><u>What equality-related information, for example through consultation with stakeholders, has been gathered on this policy/service?</u> (indicate the type of information gathered and ensure you address ethnicity, disability, gender, age, religion and sexual orientation. Attach a summary or refer to where the evidence is held.</p> <p>Information is contained in the link document the Sutton Joint Strategic Needs assessment</p>
IDENTIFIED IMPACTS	
5	<p><u>In what ways might the policy/service impact negatively on some groups of people?</u> (please ensure you address ethnicity, disability, gender, age, religion and sexual orientation. If appropriate, you may also need to address social class and with people caring responsibilities).</p>

	None identified
ACTIONS AND PUBLICATION	
6	<p><u>What action needs to be taken as a result of this EIA to address any negative impacts or meet previously unidentified needs?</u></p> <p>None identified</p>
7	<p><u>How will you evaluate the impact of the actions being taken?</u> [include date when this EIA will be reviewed]</p> <p>Annual review</p>
8	<p><u>Please confirm how this impact assessment is being published.</u></p> <p>Internet following consultation</p>
9	<p><u>Sign- off</u> [please ensure that this EIA has been approved by the Executive Head, where it does not form part of a Corporate Management Team or Executive report]</p>

Equality Impact Assessments will be published on the council's website.

For more information please contact the Policy and Partnerships Team on 020 8770 5141.