



HEALTH, SOCIAL CARE AND WELLBEING SCRUTINY COMMITTEE - 11TH SEPTEMBER 2012

**SUBJECT: CAERPHILLY AND BLAENAU GWENT SOCIAL SERVICES
INTEGRATION PROGRAMME**

REPORT BY: CORPORATE DIRECTOR SOCIAL SERVICES

1. PURPOSE OF REPORT

1.1 The purpose of this report is to:

- Outline the progress made to date on the Programme of Integration of Caerphilly and Blaenau Gwent Social Services.
- Detail the options and recommended Governance Model to support the Integration of Caerphilly and Blaenau Gwent Social Services.
- Review priorities and timelines for delivery in 2012/13.

2. SUMMARY

2.1 The Cabinet/Executive of Caerphilly and Blaenau Gwent endorsed mandates to progress with the integration of Social Services in June/July 2011 with the aim of the new Social Services Directorate being to:

'Deliver high quality, citizen centred, integrated Social Services to the residents of Caerphilly and Blaenau Gwent County Borough Councils, which helps them to achieve their potential and keep them safe, and to do this in the most effective and efficient way'.

2.2 Plans are in line with, and support the principles of the Welsh Government's 'Sustainable Social Services for Wales: A Framework for Action'. The high level outcomes the Programme seeks to achieve are as follows:

Better outcomes for service users (Effectiveness) resulting from:

- Directorates sharing what works in service delivery and learning from successful innovation, resulting in effective services for citizens.
- Bringing together the two Directorates, which will increase capacity and promote the sharing of knowledge and expertise amongst staff across both local authority areas.

Reduced cost of Service Provision (Economy) resulting from:

- Streamlining management structures for the delivery of services – a new Social Services Directorate with one management team and Director is aimed to be in place for the 1st April 2014.
- Innovative governance that supports the modernisation agenda and growth of front line services.
- Offering services that individually would be too costly to provide, resulting in a wider range of services for citizens.

Better use of existing resources (Efficiency) resulting from:

- Services being delivered, commissioned or procured together and realising savings as a result of introducing more efficient delivery models and economies of scale.
- Redesigning services drawing on each authority's strengths.
- Staff time saved from duplication of tasks across local authority areas.

Improved access, range and availability of services (Promoting Equality) resulting from:

- Directorates sharing what works in service delivery and learning from successful innovation.
- Innovative governance that supports the modernisation agenda and growth of front line services.
- Offering services that individually would be too costly to provide, resulting in a wider range of services for citizens.
- Redesigning services to ensure that the customer is at the heart of service planning, design and delivery.

2.3 Programme Management arrangements are well established and there has been good progress in developing foundations to support the integration of Social Services across Caerphilly and Blaenau Gwent. Critical pieces of work such as governance modeling, further development of the detailed business case and Information Technology arrangements are immediate priorities for the Programme to enable the development of joint services.

3. LINKS TO STRATEGY

3.1 The Integration Programme is in line with the principles contained within the Welsh Government's 'Sustainable Social Services for Wales: A Framework for Action'.

4. THE REPORT

The Programme of integration of Social Services has been planned incrementally using 3 phases as follows:

- Phase 1 (2011/12): Integrate identified business support functions
- Phase 2 (2012/13): Further collaboration and integration across business functions. Commence Adult and Children's Services integration.
- Phase 3 (2013/14): Fully Integrated services and management team

4.1 *Phase 1 Delivery 2011/12*

4.1.1 Good progress has been made in developing the Programme for the integration of Social Services across Caerphilly and Blaenau Gwent. Robust Programme management arrangements are in place supporting the incremental approach giving Members the opportunity to ensure that citizens of Caerphilly and Blaenau Gwent sustain the range and quality of services they need, and that both authorities retain a focus on continuous improvement and realising outcomes. There is a Programme Delivery Framework with a Programme Integration Manager and Lead Collaboration Project Officer working across Caerphilly and Blaenau Gwent. The Programme Delivery Framework details the Programme management and governance arrangements and a Programme Team and Board have been established with regular meetings taking place. In addition, there have also been meetings/events with Stakeholders and Trade Unions. Details of the Programme Delivery Framework and active workstreams have previously been presented to Members and copies are also available in the Members' Library.

4.1.2 The Workforce Development Service was identified as part of the first Phase of integration and an Interim Joint Service was launched at the beginning of April 2012. The Service is managed by one Team Manager and there is a Business Change Manager reviewing key

areas services during Phase 2 (2012/13). A new service specification and staffing structure will be developed towards the end of 2012 with a view to a fully integrated service and staffing structure starting in April 2013. The Welsh Government has agreed to a joint submission for grant funding through the Social Care Workforce Development Programme (SCWDP) with the funding for both local authorities being paid to and administered by Blaenau Gwent CBC.

4.1.3 Scoping work has been completed for other business support functions in the areas of Performance Management and Finance. Options have also been developed for a Joint Contracts and Commissioning Service. Scoping documents have also been developed for the workstreams across Adults and Children’s Services. Workstreams are dependent on the implementation of governance arrangements to progress further.

4.2 **Phase 2 Delivery 2012/13**

4.2.1 *Joint Scrutiny Panel*

A Joint Scrutiny Panel has been established and this met for the first time on 11 July 2012. This Panel consists of 5 non-executive Members from each Council who are currently serving on Scrutiny Committees with responsibility for the overview of the Social Services. The function of the Panel is as follows:

- To perform the Overview and Scrutiny function for the Social Services Integration Programme workstreams on behalf of the partnership authorities.
- To develop a forward work programme based on the workstreams’ key deliverables and pre-decision scrutiny of key decisions made by the Programme Board.
- To work with the Programme Team to develop decision-making and scrutiny and governance arrangements for the new Social Services organisation.
- To make any reports and recommendations to the Programme Team, Programme Board, or any other person or organisation.

The Panel will meet again in September 2012.

4.2.2 *Governance Modelling*

It became evident early on in Phase 2 that governance issues needed to be resolved to progress with delivery plans. With the support of the Welsh Local Government Agency (WLGA) and the Social Services Improvement Agency (SSIA), Tony Garthwaite (a former Director of Social Services) was commissioned to work with the Programme to develop options for a strategic governance model to support the integration of Social Services across Caerphilly and Blaenau Gwent. A report outlining different models of governance and recommending the most appropriate model to support the integration of Social Services across Caerphilly and Blaenau Gwent was presented to and endorsed by the Programme Board in July 2012. The following table details the options for consideration and the recommended model:

MODEL	SUITABILITY
1. An informal network: This applies when the intention is mainly about sharing experiences and plans in order to learn from good experience and potentially align the activities of separate organisations in support of a shared objective.	Not suitable for such a large scale integration
2. A shared appointment or secondment: This is where two or more local authorities jointly fund a single appointment who is charged to provide a service and advice to each.	Not suitable for such a large scale integration

3. A contractual arrangement: This is where an authority provides services, possibly for reward on a commercial basis, to another body.	Not suitable as it is inconsistent with the vision of integration
4. Delegation of functions to one Authority/Joint Committee: In this model, one local authority delegates a function to another local authority or to a Joint Committee of several local authorities.	Delegation of functions to one Authority not suitable as it is inconsistent with the vision of integration Delegation of functions to a Joint Committee – suitable and recommended
5. A Corporate Model: This involves the creation of a Special Purpose Vehicle to provide services to one or more local authorities.	Technically suitable – not recommended
6. A Joint Venture: The delivery of a shared service can be achieved through a company limited by shares in which share ownership is taken by both a private sector company and by the local authorities.	Not suitable – private/public venture
7. Simultaneous Executive Meetings: This model of governance involves the Cabinet/Executive of each local authority meeting in a single place.	Technically suitable – not recommended

The report recommends *'taking all the factors into account, the delegation of functions to a Joint Committee appears to be the model most consistent with the vision and purpose of this initiative as it is now defined and, therefore, the most suitable option for collaborative governance'* - this involves the delegation of the Social Services function to a Joint Committee arrangement. The full report is available with other documents supporting this report in the Members' Library.

Discussions are planned with the WLGA and SSIA to discuss support in developing and implementing appropriate and endorsed governance arrangements including timescales.

4.2.3 Detailed Business Case

A key requirement to support the implementation of the Integration Programme is the need to develop the detailed Business Case. Heads of Finance (Section 151 Officers) from both Authorities are leading a Senior Core Group of Officers including Heads of Human Resources and Governance to develop the Business Case. A scoping report will be presented to the Programme Team in September and more work will be carried out during the autumn.

4.2.4 IT

Detailed work has been carried out to consider the Social Care IT system. Caerphilly and Blaenau Gwent have different systems and a report will come to Scrutiny in the autumn to update on the progress and consider a short-term solution with a view to making longer-term plans to support the integration of Social Services.

4.2.5 Children's Services

From the 1st September 2012 Nigel Brown will undertake the role of Assistant Director for Social Services across Caerphilly and Blaenau Gwent and this will be reviewed in March 2013. During this period further scoping and delivery plans will be developed for the integration of Children's Services.

4.2.6 *Service Users and Carers*

Current methods of service user and carer engagement have been mapped across Caerphilly and Blaenau Gwent and an action plan will be developed in September 2012 to include Directors visiting forums as well as the development of joint approaches to service user and carer engagement.

4.3 ***Phase 3 Delivery 2013/14***

The governance model will need to be agreed and implemented to enable further Integration and development of joint services and the move to phase 3 of the Programme. A delivery plan will be developed for 2012/13, which will include:

- Development and implementation of a joint senior management structure to manage the integrated Social Services.
- Delivery plans and timelines for the integration of Adult Services
- Delivery plans and timelines for the integration of Children's Services
- Programme of integration - review

4.4 ***Priorities for 2012/13***

- Councils to agree a governance model and plans developed aligned to the Programme Plan for implementation.
- Development of the detailed business case – report to individual Scrutiny Committees and the Joint Scrutiny Panel in autumn 2012.
- Finalise report on solutions for social care IT system – report to individual Scrutiny Committees and Joint Scrutiny Panel in autumn 2012.
- Continued engagement of key stakeholders – event planned for the 3rd of October 2012.
- Development of communication releases for staff, trade unions, workstream leads and stakeholders.
- Members' seminar on the Programme of Integration of Social Services planned for 4th of October 2012.
- The Programme Delivery Plan for 2012/13 to be reviewed in line with the governance model implementation plan.
- Development of service user and engagement plan for 2012/13.
- Continue with the review of key services as part of the Workforce Development Service and develop a fully integrated service and staffing structure for implementation in April 2013.
- Plan delivery for Phase 3 2013/14.

5. EQUALITY IMPLICATIONS

- 5.1 This report does not need to be equality impact assessed. An Equality Impact Assessment has been carried out on the plans to integrate and this will be reported through the Programme Management arrangements in September 2012. Further Equality Impact Assessments will be carried out on all new proposed service models as they are developed.

6. FINANCIAL IMPLICATIONS

- 6.1 The WLGA and SSIA have supported the Programme management arrangements with funding of £35k for 2011/12. Further discussions are planned to explore the potential for ongoing support.
- 6.2 Work on developing the detailed business case will include an assessment of financial implications.

6.3 Each workstream will also need to consider financial implications in the development of detailed project plans.

7. PERSONNEL IMPLICATIONS

7.1 Staff engagement and involvement is seen as critical to the success of the Integration Programme. The Communication and Engagement Strategy clearly sets out the Programme intent in this respect.

7.2 In line with all service modernisation and change for both Councils, every effort will be made to avoid compulsory redundancies and where possible will be managed through natural occurrences such as retirement, vacancies and redeployment in line with both Caerphilly and Blaenau Gwent County Borough Council's policies. The Human Resources workstream have developed a guidance framework for dealing with recruitment and to support interim arrangements in moving towards integration. A toolkit is being developed to support workstream leads in developing integrated services and staffing structures.

8. CONSULTATIONS

8.1 All consultation responses have been incorporated into this report.

9. RECOMMENDATIONS

9.1 That Members of the Health, Social Care & Well-Being Scrutiny Committee:

- Note the progress with the Programme of Integration of Social Services.
- Consider the options for a governance model and support recommending to Cabinet the model of developing a Joint Committee to oversee the delivery of Social Services.
- Note and support the priorities for 2012/13.
- Familiarise themselves with the supporting documentation, which can be found in the Members' Library - Governance Modelling Report by Tony Garthwaite; Report to Scrutiny (December 2011); Programme Delivery Plan and workstream flowchart.

10. REASONS FOR THE RECOMMENDATIONS

10.1 To ensure that Members are fully briefed on the progress of the Integration Programme, and where necessary, challenge current arrangements and priorities.

11. STATUTORY POWER

11.1 The proposal is in line with current legislation and the direction of travel stipulated by the Welsh Government in the White Paper 'Sustainable Social Services for Wales: A Framework for Action'.

Author: Andrea Prosser, Programme Integration Manager
Consultees: Caerphilly and Blaenau Gwent Social Services Senior Management Teams
Cllr. R. Woodyatt, Cabinet Member for Social Services
Cllr. L. Ackerman, Chair of HSC&WB Scrutiny Committee
Cllr. B. Jones, Vice-Chair of HSC&WB Scrutiny Committee

Background Papers: Welsh Government - 'Sustainable Social Services for Wales: A Framework for Action'.