



## **ESTABLISHING A JOINT SOCIAL CARE WORKFORCE DEVELOPMENT SERVICE**

### **DRAFT BUSINESS CASE**

#### **1. INTRODUCTION**

This document further develops the business Case for the establishment of permanent arrangements for a Joint Workforce Development Service for Blaenau Gwent and Caerphilly.

Blaenau Gwent and Caerphilly Social Services employ 2,485 staff, with in excess of 5,169 staff being employed across the whole social care sector. The social care sector is made up of a wide variety of professions with differing training needs. There are statutory, regulated responsibilities for workforce development. Both Councils prioritise a sector approach to workforce development and learning with the fundamental aim of continually improving services for the citizens of Blaenau Gwent and Caerphilly.

The purpose of the Business Case is to consider the progress to date on reviewing services and establishing permanent arrangements for a Joint Social Care Workforce Development Service. It also details the strategic context, drivers for establishing a joint service and an options appraisal that clearly assesses benefits and risks.

This Business Case is not about instant cash savings, it focuses on the sustainability and improvement of the Social Care Workforce Development Service for Blaenau Gwent and Caerphilly further to decreasing funding from the Welsh Government, coupled with increasing and changing demand to meet statutory commitments in developing the workforce.

Three options for the future of the Service are detailed in the document and a recommendation to progress with the creation of permanent arrangements for an Integrated Workforce Development Team (Option 3).

## 2. BACKGROUND

The Executive/Cabinet of Caerphilly and Blaenau Gwent endorsed mandates to progress with the integration of Blaenau Gwent and Caerphilly Social Services in June/July 2011. Discussions around creating a joint Workforce Development Service began in August 2011 and this area was identified as the first area of the Programme Plan to integrate. The Interim Joint Workforce Development Service launched at the beginning of April 2012, lead by the Programme Integration Manager. Decisions were made in April 2013 by the Cabinet/Executive of Blaenau Gwent and Caerphilly County Borough Councils not to progress with the integration programme for Social Services further to possible cross subsidisation issues resulting from different budgetary positions.

Both Authorities have a long history of collaborative arrangements to better deliver service outcomes – these include:

- South East Wales Improvement Collaborative (SEWIC) – Ten Local Authorities who have undertaken a workplan of collaborative enterprises. Currently in place are:

*4Cs – Commissioning unit for Children’s Services.  
Adult Procurement Hub and High Cost Placements  
Shared Lives – Pan Gwent Adult Placement Scheme  
Assisted Living – working on developing Telecare and Supported Living*

- At a ‘Gwent level’ Emergency Duty Team for out of hours social work and developing both Adult and Children’s regional Safeguarding Boards
- Integrated Services with Aneurin Bevan Health Board (ABHB):

*Gwent Frailty Programme  
Mental Health and Learning Disability Partnership  
Neighbourhood Care Networks – GP led community based care*

### Interim Arrangements and Service Reviews during 2012/13

An interim Joint Workforce Development Team was launched at the beginning of April 2012 with a staffing structure that included an interim Team Manager managing the day to day business and implementing recommended changes, and an interim Business Change Manager leading the review, service development and supporting the implementation of change. Roles were also reviewed to ensure a joint approach in key projects.

A joint Social Care Workforce Development Plan and bid for grant funding was submitted to the Welsh Government in May 2012 – this set out the high level priorities for the Service and informed the operational business plan for delivery in 2012/13.

A Service Review Plan was developed which detailed the key areas of service for review during 2012/13. The methodology used for this was, to understand what has been provided previously, estimate what the service needs to provide, and decide how the new integrated team will best provide this joint service in the future to support an integrated Blaenau Gwent and Caerphilly Social Services department.

During 2012/13 key areas of service listed (prioritised) below have been reviewed:

- Qualification Credit Framework delivery and the delivery of vocational training (to include manual handling).
- Commissioning arrangements for training.
- The Social Care Workforce Development Partnership and its approach to supporting workforce development.
- Social Work Education, Qualifying and Post Qualifying Training and Development.
- Policy, procedures and office systems.
- Service delivery facilities and staff accommodation.

A summary report with key recommendations and draft new service specification were developed on the basis of an integrated Blaenau Gwent Caerphilly Social Services Department. The service specification has now been amended to recognise two separate Social Services Departments (Appendix 1). Senior managers in Social Services in Blaenau Gwent and Caerphilly as well as the Social Care Partnership will be consulted during July/August 2013.

### **Early Benefits Realisation**

The following are early indications of the benefits of the interim joint Workforce Development Service:

- On-line event finder - new to both Authorities – allowing individuals to book training on line
- Joint approach to training needs analysis which informs the annual training calendar - which has brought about economies of scale and efficiencies
- More and wider choice of training opportunities - positive feedback from customers
- Joint Strategy, Plan and bid for Welsh Government funding again economies of scale delivering efficiencies

- One joint Social Care Partnership – economies of scale delivering efficiencies also giving us a stronger voice in terms of relationship with commissioned services and training providers
- A standard approach to training new social workers – giving both Authorities options/choice to meet local needs, learning from each other, and shared representation on partnerships with Universities
- Increased flexibility of service and being able to fill gaps and maintain service delivery
- 8 key areas of service reviewed with clear actions for continued improvement planned.

### **3. RATIONAL FOR A JOINT SOCIAL CARE WORKFORCE DEVELOPMENT SERVICE**

The main driver and rationale for creating a joint Workforce Development Service for Blaenau Gwent and Caerphilly is sustainability of service. Social Services Departments are experiencing increasing demand and complexity of cases and attempting to modernise and improve services with pressure on budgets. The Workforce Development Service is critical to enabling an appropriately qualified and skilled workforce to deliver changing and improving services. There have been various discussions over the past few years about creating a Gwent wide service – none of these discussions have progressed into action.

The joint Service is being developed to contribute to the following outcomes:

- **Better outcomes for service users (Effectiveness)**
- **Reduced cost of Service Provision (Economy)**
- **Better use of existing resources (Efficiency)**
- **Improved access, range and availability of services (Promoting Equality)**

The Service receives grant funding from the Welsh Government through the Social Care Workforce Development Programme (SCWDP). The Welsh Government has reduced the grant by 3% for 2013/14 to £717,149 and there have been indications of further cuts and a fundamental review of the grant in the near future. The total joint budget is in excess of £1.2 million (more detail on budget is in the section on 'financial implications').

To minimise any such cuts and sustain service levels there is a need to look at ways to reduce costs and generate income, e.g. charging external partnership staff to access training and/or fail to attend (training has been provided free of charge to partners in 2012/13); seeking other sources of funding to support the service, and increased charging for refreshments etc.

## **STRATEGIC DIRECTION**

Sustainable Social Services for Wales: A Framework for Action (SSSW) sets out the future strategic direction for social services in Wales. One of the key projects within the Government's programme is a Strong and Professional Delivery Team striving for the further development of a fully-fledged approach to the professionalisation of the workforce. This includes the new Career Pathway for social workers, continuous professional development, and management development. The Social Care Workforce Development Programme grant in 2013/14 is expected to align with these new objectives.

The Social Service and Well-Being (Wales) Bill is currently being considered by the Welsh Government and is due to receive Royal Assent in 2015. Consideration will need to be given to the training/development implications for the entire social care workforce arising from the implementation of the Bill and any preparatory training that need to be provided in advance. This is anticipated to increase demand for the Workforce Development Service.

The delivery of citizen-focussed services presents an ever-changing picture that is influenced by demographic changes (e.g. the increased demand for dementia related care) and legislative changes (e.g. Collaborative Safeguarding arrangements). Many of these changes have an impact on the requirement for staff to be appropriately trained to meet the new service delivery demands. This means that Workforce Development must be tuned in to the needs of the services both from a mandatory requirement and a development requirement.

## **LOCAL PRIORITIES**

In the light of the outcome of the business case for the full integration of Blaenau Gwent and Caerphilly Social Services, the Joint Workforce Development Team will have to meet the individual requirements of both Local Authorities. In some cases the requirements may be the same such as the provision of statutory training (e.g. manual handling) but could vary to meet the needs to individuals, teams, or services. Careful gathering and identification of needs and how these can be delivered is needed by the team. The Workforce Development Team must collect and analyse these needs to determine how best to deliver them.

Alongside ongoing priorities such as training and continuous development for care workers, social workers and management - the jointly commissioned Training Needs Analysis identified the main following Training Themes across the two Local Authorities to be:

- Implications of Welfare Reform
- Implications of the Social Services Bill
- Extend the awareness and provide a higher level of investment in knowledge and care of Dementia

- Extend the awareness of Safeguarding Adults and Children
- Extend the awareness of Domestic Abuse
- Develop the awareness of Hate Crime
- Improve Assessment and Analysis Skills
- Promote Outcome Focused Working
- Continue to develop the flexibility of delivery of learning
- Apply learning to reduce the risk of child exploitation
- Improved Court skills in line with recent legal changes
- Increased provision of events for Service Users
- Legislation updates inc. Carer's Measure, Case Law Updates.

High-level priorities for the Joint Workforce Development Service are:

- Developing a joint approach to the Social Care Workforce Development Partnership striving for 'one sector, one workforce' across the social care sector in Blaenau Gwent and Caerphilly
- Maintaining service delivery that meets local needs during a period of change
- Review the services provided by the Workforce Development Team in line with the priorities identified by both Blaenau Gwent and Caerphilly Social Services departments and those set out in the Welsh Government Social Care Workforce Development Programme circular for 2013/2014
- Provide effective workforce development and planning strategies and programmes that support modern and developing local service delivery, and that meet annual training priority needs for the social care sector across Blaenau Gwent and Caerphilly
- Develop and enhance the one-point-of-access website and on-line event booking system for all staff
- To support the implementation of the qualification and skills requirements of the new Social Services Bill
- Maximise the involvement of service users and carers in the design content, delivery and evaluation of social care staff training.
- Local Delivery for Local Needs
- Development and implementation of a New Service Specification
- Delivery to meet the needs of improving social services
- Development of a social care sector a Career in Care Apprenticeship
- Further collaborative working with other local authorities to develop a regional approach to the implementation of the CEPL framework.

#### **4. TRAINING FACILITY AND STAFF ACCOMODATION**

Blaenau Gwent staff are currently accommodated in the Social Care Training Centre in Church Square, Tredegar. The facility has 4 offices and 2 training rooms (one of which is equipped for manual handling training). There are a number of issues with the building from a health and safety point of view. It is not an option for the Service to remain there in the long term and local service

delivery is being considered as part of the corporate estate management arrangements.

Caerphilly staff are accommodated in Tredomen House in Ystrad Mynach and as part of the Council's review of accommodation there is a need to relocate, however, there are a number of training rooms that the joint service will continue to have access to. The Caerphilly manual handling training facility based at Enterprise House is also due to be relocated during 2013 to elsewhere within the borough.

A central geographical site in Oakdale Foxes Lane has been identified that can provide a joint staff accommodation and training facility, and can provide approximately 30% of the accommodation for the training planned – local venues will continue to be used to accommodate the rest of training and ensure equality and ease of travel access for front line care sector workers. Staff relocated to Foxes Lane from the 8<sup>th</sup> July 2013.

## **5. STRATEGIC PROJECT TEAM**

A Strategic Project Team has supported the development of the Business Case and plan for relocation of staff. The Project Team is made up of representatives from Blaenau Gwent and Caerphilly Human Resources, Finance, IT and Systems, Legal and the Workforce Development Team. It is led by the Service Manager leading on Workforce Development and the group has met on a monthly basis to review progress and future actions. Separately convened workstreams focus on achieving specific actions.

Key areas being developed by the project team to support the establishment of a permanent joint service are:

- Hosting arrangements
- Relocation of staff and facilities
- Development of staffing structure
- Governance and legal requirements
- IT, information management and systems
- Financial modelling and management

## **6. CURRENT FINANCIAL POSITIONS**

The Social Care Workforce Development Programme (SCWDP) grant has been cut by 3% for 2013/14 and there are indications there will be further cuts and a fundamental review of the grant in the near future. For every 1% of the grant cut in the future this would require the Joint Workforce Development Service to find savings of approx £7,000.



## Blaenau Gwent

The Budget Allocation for the Workforce Development Team for 2013/14 is £487,227, of which £325,814 relates to staff costs. The 3% reduction equates to £9,159.

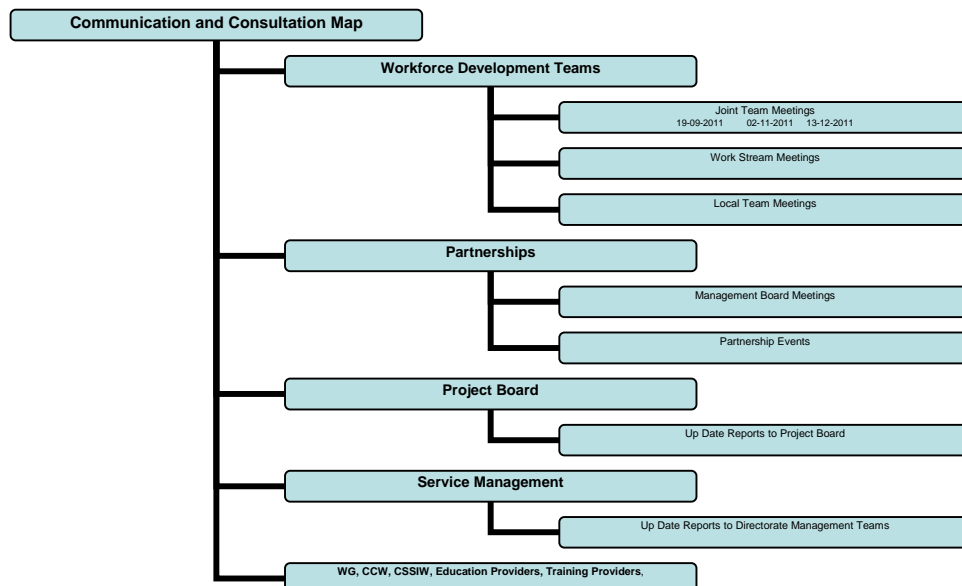
## Caerphilly

The Budget Allocation for the Workforce Development Team for 2013/14 is £796,899, of which £520,746 relates to staff costs. The 3% reduction equates to £15,160.

## 7. COMMUNICATION

Workforce Development staff from the two local authorities have been consulted at all stages of the collaboration/integration programme, that is, prior to the Interim Structure, and subsequently as a joint team from 1 April 2012. Joint staff team meetings are held on a monthly basis as well as regular section meetings. Key members of staff also meet as a core group on a monthly basis to agree team priorities, share action plans, and monitor progress. An independent assessment of the Service Review process was also undertaken in February 2013, and staff were given the opportunity to feed their views into this.

A framework of communication has been developed:



Staff and Trade unions will be consulted on the proposed staffing structure and Business Case in July 2013.



## **8. LESSONS LEARNT TO DATE**

The two teams have taken a very positive approach to developing a joint service in the knowledge that it was part of a wider integration programme between the two social services departments. The Challenges have included

- Governance issues not resolved
- Different priorities
- Conflicting views and affects on staff
- Delay in the full integration plans
- Communicating the change
- Joint decision making
- Time needed
- Staff concerns.

The Lessons learnt during the period of collaboration have been:

- The need to give and take
- The need to understand each other
- The need to take time to see how others work
- Staff don't always feel able to voice their views
- Staff want to be consulted but not continuously asked
- Managing different priorities
- The need to maintain accurate and timely communication
- Other local authorities want to learn from us.

## **9. TEAM STRUCTURE**

Following the Service Reviews and the development of a new Service Specification a new Integrated Team Structure (Appendix 2) has been developed which would be the basis for a new permanent structure. This is based on a Business Partner approach and has been designed to meet the needs of both Blaenau Gwent and Caerphilly Social Services departments. This new structure costs have been estimated pending the job evaluation of the new job roles.

The options for funding the joint service are set out in the paper (Appendix 4). This paper details 3 possible models to support the recommended option 3 to progress with the creation of permanent arrangements for an Integrated Workforce Development Team. The proposed new service will result in an overall savings of £9,746 – this will be used to support identified service improvement and change management.

The proposed structure includes the Mentor post or Manual Handling post currently in Caerphilly's Workforce Development Team. Discussions are planned with Service Heads in Caerphilly regarding the location of these posts.

The focus of the structure and service specification is to be able to do more for less and this will be formally reviewed in 12 months.

## 10. OPTIONS APPRAISAL

Three options for the Workforce Development Team have been considered:

- Option 1** Revert to Blaenau Gwent and Caerphilly with separate Workforce Development Teams.
- Option 2** Continue as a Joint Collaborating Workforce Team but funded separately.
- Option 3** Progress with the creation of permanent arrangements for an Integrated Workforce Development Team.

A summary of each of the options is shown in Appendix 3.

## 11. CONCLUSIONS

The Options Appraisal in Appendix 3 indicates that the current service has difficulty meeting the demands as identified by the joint training needs analysis and must plan for the increasing demand of the Social Services and Well Being Bill. Any cut in the SCWDP grant will add to the situation – for every 1% cut in grant this would mean a required saving of £7,000. This will present a challenge for whatever option is chosen.

A comparison of the benefits and risks of each of the options show that:

**Option 1** will address the needs of each authority, but both will be under financial pressure to deliver services with existing or reduced grant funding. Opportunities to access additional funding streams and reduce delivery costs will need to be found.

**Option 2** will also address the needs of each authority, and the same comments about budget pressures apply. The benefits include a larger team with a broader range of skills and the opportunity to share tasks that would otherwise have to be done by each authority. To maintain accountability it will require separate systems recording until an innovative IT solution can be found. One of the biggest risks is in being able to demonstrate that there is no cross-subsidising by either Council. The range of economies of scale and efficiencies would not be as beneficial as option 3 particularly in terms of role design and maximizing staff capacity and skills.

**Option 3** should provide the best option through sharing delivery and exploiting economies of scale, sharing capacity, promoting efficiency and joint improvement. This option will also support delivering the workforce development demands as a result of the Social Services and Well Being (Wales) Bill and provide a better platform to meet changing service needs.

**Finance** - The Finance Workstream have developed a financial modeling options paper which is attached as appendix 4. It is recommended that a pooled budget be developed whilst maintaining separate budgets specific to each Authority – this eradicates as far as possible any issues of cross subsidisation.

**Service hosting** – The intention is that the Joint Service will be hosted by Blaenau Gwent County Borough with the Service Manager for Performance and Development as the strategic lead. A Human Resources workstream has developed an options paper on the hosting models and this is attached as appendix 5. The recommended model is a secondment model - that is Caerphilly staff will second to posts in the Joint Workforce Development Service whilst their contracts of employment will be with Caerphilly County Borough. Further work will be done to develop the secondment model, practical arrangements and the introduction and implementation of the recommended new staffing structure.

**Governance** – The Service Manager to report to and meet on a monthly basis the Director of Social Services for each Authority (as she has over the past year). A recommended governance model is summarized in appendix 6.

## **Note**

Whichever option is chosen further opportunities should be explored to tap into alternative funding streams and streamline the service delivery.

## **12. RECOMMENDED OPTION**

That consideration is given to the Benefits and Risks of each of the options.

A permanent arrangement for an integrated Workforce Development Team structure (Option 3) is recommended from the point of view of meeting the requirements of Sustainable Social Services and the continued demand on Social Services budgets.

**Appendix 1** New Service Specification

**Appendix 2** Integrated Team Structure

**Appendix 3** Options Appraisal

**Appendix 4** Financial Modelling Options Paper  
and Pooled Budget calculations

**Appendix 5** Service Hosting Modelling Options Paper

**Appendix 6** Summary Governance Model

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