

**SURREY COUNTY COUNCIL****CABINET****DATE: 30 NOVEMBER 2021****REPORT OF CABINET MEMBER: SINEAD MOONEY, CABINET MEMBER FOR ADULTS AND HEALTH****LEAD OFFICER: SIMON WHITE, EXECUTIVE DIRECTOR FOR ADULT SOCIAL CARE & INTEGRATED COMMISSIONING****SUBJECT: OLDER PEOPLE'S COMMISSIONING STRATEGY 2021 - 2030****ORGANISATION STRATEGY PRIORITY AREA: GROWING A SUSTAINABLE ECONOMY SO EVERYONE CAN BENEFIT/ TACKLING HEALTH INEQUALITY/ENABLING A GREENER FUTURE/ EMPOWERING COMMUNITIES****Purpose of the Report:**

This report presents the Surrey County Council (SCC) Adult Social Care (ASC) Older People's Commissioning Strategy 2021 – 2030 for Cabinet approval.

The new strategy for Older People living in Surrey (those aged 65 and above) was due for production in 2020, with the existing strategy ending at the same time, it was placed on hold during the pandemic. The strategy details the principles, ambitions and outcomes of work programmes and activity led by SCC Older People's Commissioning Team, with its various and numerous partners and stakeholders including health and community services. The strategy therefore focuses on the next 9 years (and beyond) to align with Surrey's Community Vision.

The ambition is to make Surrey a place where older people and unpaid carers will be afforded greater choice and control over the care and support, they need, whether eligible for social care services or not.

**Recommendations:**

It is recommended that Cabinet:

1. Approve the publication of the new Older People's Commissioning Strategy for Surrey residents, colleagues, and partners to form part of the exciting strategic plans for ASC commissioning as outlined within ASC's wider commissioning intentions.
2. Agree the content fulfils the purpose of defining clearly, at a high level, how the Adult Social Care (ASC) Directorate will, from 2021 to 2030, continue to support older people to age well and live as independently as possible in Surrey.
3. Delegate the review and implementation of the more detailed action plans and Market Position Statements as set out in the 2021 – 2030 strategy to Executive Director for ASC & Integrated Commissioning in consultation with the Cabinet Member for Adult Social Care and Health. Further reports and updates can and will be brought to Cabinet where appropriate to highlight implementation progress. Where a decision about whether to invest significant financial resources in a new scheme or initiative is required to deliver elements of the Strategy this will be

reported to Cabinet so a specific decision about this investment can be made by Cabinet.

### **Reason for Recommendations:**

In 2019, ASC Commissioning went through a restructure, in response to recommendations made by a Local Government Association (LGA) review, which led to a positive change in the commissioning structure for ASC in Surrey.

The newly restructured Older People's Commissioning team has been in place since January 2020. This new strategy signals an encouraging change in our approach to what we do and how we will do it. It outlines positive improvements for existing services the council delivers and shares our ambition and commitment to innovation, partnership working and adapting at a pace that reflects the changing demographic and society Surrey residents live and work in.

Through coproduction with a wide cross section of residents, unpaid carers, staff, stakeholders, and providers it has become clear that a strategy is required in order to clearly communicate our intentions for older residents in Surrey and their families and unpaid carers. Therefore, it is essential that Cabinet recognise and approve the content of the Strategy and agree its publication. Cabinet is asked to note that in agreeing the Strategy commissioners will be able to continue the work with stakeholders and partners to produce more detailed work plans and Market Position Statements (MPS). These will provide the necessary detail on how we will achieve these aims, including where SCC will lead the work and where it will require partners to lead along with areas of joint working for the health and care system as a whole.

### **Executive Summary:**

#### **Background**

1. A key activity identified within the work programme for the Older People's Commissioning Team was to refresh the previous ASC Commissioning Strategy for Older People that was written in 2011 and was in place up to 2020.
2. The strategy is specifically for older people and unpaid carers that are aged 65 and over, except for the Extra Care Housing provision that supports people from ages 55 and over. The strategy will align the focus of our work more closely with existing work taking place for Older residents of Surrey such as the Ageing Well Programme, Frailty Pathway, Dementia and Carers Strategy as examples.
3. The Strategy refresh takes account of the changing socio-economic and demographic landscape within which services and support are required to be delivered in Surrey and the recent pandemic where relationships between the local authority, residents and providers have fundamentally changed. It also takes account of the Government's Build Back Better proposals.

#### **Developing the Strategy**

4. The Strategy has been coproduced over a period of 7 months led by SCC working in partnership with a small core project team of colleagues from Surrey Heartlands, Elmbridge Borough Council, Surrey and Borders Action for Carers, Age UK, Healthwatch, Surrey Minority Ethnic Forum and Surrey Coalition. The core project team also recruited a resident through Surrey Coalition, JF who is an older person

that lives in Surrey and who was able to bring his lived experience to the conversations.

5. Consultation with Surrey residents, unpaid carers, providers, and partners has taken place through workshops, online surveys, phone calls and meetings. The feedback received has fully informed the structure and content of the strategy. Using “You said” and “We will” statements demonstrates clearly what has been heard and listened to in this collaborative approach and has shaped a clear action plan for 2021 – 2022.
6. SCC will take a joint approach across the health and social care system working in partnership with providers that deliver services to local residents.
7. The Strategy outlines how SCC intends to grow a sustainable market of good quality providers delivering better services through greater transparency and stronger partnerships. This includes a focus on Covid recovery across services for older people which has fundamentally changed our relationships over the last 19 months.
8. A clear focus has also been placed upon working more closely with colleagues, partners, and stakeholders to ensure SCC is creating places that achieve better outcomes for older people, by empowering local communities to not be afraid to innovate and to support them in taking risks to try new things.

## The Strategy

9. The Strategy is broadly set out across three areas of focus identified through the coproduction approach - **Prevention, Living Independently and Care Homes**. There were also some common themes that formed a golden thread throughout the strategy:
  - 9.1 Improved information, advice and guidance, continuing to develop partnerships and relationships and ongoing collaboration work with Surrey residents and partners to codesign services will enable the council to make Surrey a place where older people will thrive in later life.
  - 9.2 Supporting residents, unpaid carers, and their families to have access to the right services and information, advice, and guidance to make informed decisions about the care and support they need will lead to better outcomes.
  - 9.3 Work with partners such as the NHS in Surrey, the eleven district and borough councils and local community and volunteer run organisations to provide services that work together seamlessly and help provide a sense of community will give residents better experiences.
  - 9.4 Continuing to work closely with providers of social care services and developing good working relationships with them to learn from best practice and their expertise within the sector will improve quality and increase choices available to residents.
  - 9.5 Continuing to listen, engage, and collaborate with Surrey residents, unpaid carers, partners, and stakeholders will ensure they are visible and valued and enable SCC to continually improve and learn.

9.6 **Priority Area One: Prevention:** Supporting people to stay healthy, happy, and independent for as long as possible which strongly supports the council's priority to **empower local communities** to thrive.

9.7 To truly change how SCC provides and commissions older people's services and to make a lasting impact, the strategy sets out the need to increase investment in preventative services either directly or through influencing activity from partners and stakeholders. This approach will support tackling health inequalities and ensure fairer access to support and services across the Surrey footprint.

#### What we have said:

10. Information, advice, and guidance that is delivered through SCC's Information and Engagement Team will work closely with local communities, partners, and stakeholders to promote services and opportunities to remain healthy, well and active for longer. There will be a strong focus on ensuring the information offer to residents supports them to understand what options are available to them when considering care, enabling them to make informed decisions. We will ensure the information is accessible for everyone.
11. Day services and Community Support services across Surrey will move towards a model that ensures people feel like they are "part of the community", by coproducing local services with local communities. Our aim is to increase the number of people benefitting from the services, not just older people.
12. Digital and technology advances will be a key part in the development of work that is detailed in the strategy. This will be done through maximising opportunities for innovation and enabling the delivery of more efficient models of care in all services. Recognising that technology isn't for everyone, SCC will ensure that other options are also available too so that no one is left behind.
13. **Priority Area Two: Living Independently:** Facilitating and enabling people to continue living at home for as long as possible through timely care and support that works around their priorities and outcomes.

#### What we have said:

14. With our newly commissioned collaborative reablement service the council will ensure it can support more individuals that could benefit from the service, through working with providers that deliver quality care with more capacity.
15. Discharge to Recover and Assess (D2A) will continue to see more people leave hospital with a package of care into their own home, rather than entering into a care home wherever possible. Although the national approach beyond 2021/22 is yet to be confirmed throughout the discharge process there will be a continued focus on working in partnership across health and social care services to support residents (where possible) to develop skills and regain independence to delay or reduce the need for more formal care arrangements.
16. Through the development of home-based care and live-in care services SCC will continue to meet the increasing demand for care within someone's own home,

supporting more specialisms such as learning disabilities, mental health, end of life care and Carers breaks. We will ensure that residents can see a consistent set of staff members for these services and through regular reviews demonstrate that services are delivered to a high standard. Additionally, through close working with our provider market, SCC will explore different options for technology enabled care, work collaboratively with providers to improve efficiency, reduce travel, and **enable a greener future**.

17. Extra Care Housing that will offer accommodation with care and support will see 725 new specifically designed flats that will support **growing a sustainable economy** and support people to remain independent in their own flat, whilst having the care and technological support in site to support changes in care needs.
18. **Priority Area Three: Care Homes:** Maintain a strong emphasis on strength-based, personalised care for older people who require intensive support in a specialist care environment

#### What we have said:

19. Working jointly with partners, providers, and stakeholders SCC will ensure there is the right provision available in care homes to meet the increasing demand for placements with high and complex needs. Through developing provider relationships and completing a comprehensive review of the care home portfolio in Surrey, the council will understand the gaps in provision and work to work to shape a market that is fit for the future.
20. Surrey's residential and nursing care home sector has a high self-funder market. Through market management and market shaping, the council will ensure **tackle health inequality** and ensure that everyone accessing these services will be offered the same standard of care as those purchasing privately.
21. The vision and actions within the strategy look at how the Older People's Commissioning Team through improved partnership working can transform commissioning, develop better market management, and deliver value for money which enable services to continue to improve outcomes for Surrey residents.
22. Some of this work is already well underway with the design of a new procurement approach for Older Persons Residential and Nursing care being worked through with NHS colleagues and being taken to market for 2022.
23. The strategy contains an action plan that is SMART and will be reviewed annually alongside the overall strategic direction for Adult Social Care and the Council. This will be conducted through collaboration with partners and coproduction at regular intervals.

#### Consultation:

24. The strategy was fully and comprehensively coproduced with a variety of partners and stakeholders as detailed within the consultation list contained at the end of this report.
25. Consultation and engagement took place between November 2020 – July 2021 with residents, older people receiving care services, unpaid carers, colleagues,

stakeholders, and providers within Surrey. This was through online meetings, online surveys and workshops that focused on what works well, what doesn't work well, what could be improved and what is important to our residents. Feedback was also received through conversations with residents via phone calls made from colleagues in Healthwatch, Age UK and Alzheimer's Society.

26. On the 5<sup>th</sup> of August 2021 Cllr Mooney was briefed on the strategy development process from start to finish including the key focus areas detailed within the draft strategy. Overall Cllr Mooney gave positive feedback for the work that had been coproduced and detailed some changes that she would like to be reflected in the final document which are reflected in the document being brought to Cabinet today.
27. It was also presented to a private Health and Social Care Scrutiny Committee on 4<sup>th</sup> October 2021, the committee was chaired by Cllr Bernie Muir, and vice chaired by Cllr Angela Goodwin and Cllr Buddhi Weerasinghe. Also in attendance was Cllr Nick Darby, Cllr Trefor Hogg, Cllr Rebecca Jennings-Evans, Cllr Riasat Khan, Cllr David Cllr Lewis, Cllr Vicki Macleod, Cllr Ernest Mallett and Cllr Carla Morson.
28. The private Health and Social Care Scrutiny Committee recognised the hard work that had gone into developing the refreshed strategy but also noted points for improvement. It was requested that a revised strategy incorporating this feedback be brought back to a second meeting of committee members before the 30<sup>th</sup> November Cabinet where commissioners will seek a final review of the revised document and sign off, meeting date confirmed for 8<sup>th</sup> November. Scrutiny committee requested further reassurance and evidence of consultation and engagement that has taken place and for this to be reflected more fully through the content of the document. Scrutiny also felt that the strategy should be clear that SCC will not always be leading the work programmes detailed in the strategy but instead will be a key partner in the delivery of local priorities. Successful delivery of the strategy will therefore require the full support of the NHS as key stakeholders and an ongoing commitment to work collaboratively on the delivery of shared priorities. Further information was requested on how a more consistent health and social care offer can be achieved through better joint working, to prevent a 'postcode lottery' for residents across the county.

#### **Risk Management and Implications:**

29. There are reputational risks associated with not having a clear and publicly available Strategy for Older Peoples services. These risks include, but are not limited to, duplication of work and resources across the Surrey system in realising some of these ambitions and a lack of clarity for residents, unpaid carers, families, and providers in the work of the local authority and the options available to them to live and operate in Surrey. It is also certainly the case that a lack of a strategy would lead to less effective use of financial resources.
30. The Strategy must be an iterative and evolving document and therefore regular reviews are scheduled to assess progress and address changes to legislation, policy, population, and markets as required.
31. The delivery of this strategy over such a long time period will inevitably mean that issues will arise that may cause the need to deviate to some extent from some of the aims set out in this paper and the broader strategy document. This could include financial constraints, limited capacity in the care sector, workforce challenges or the



impact of the government's planned reforms for Adult Social Care and the NHS. It will be essential therefore that SCC continues to remain vigilant to these changing circumstances and works closely with key partners and stakeholders to suitably address challenges when they arise. When working through the different outcomes and service areas within the strategy a full risk assessment will take place as and when required.

#### **Financial and Value for Money Implications:**

32. In 2021/22 SCC is forecasting to spend £173m on care package expenditure for Older People who entered the care system in older age. Forecast assessed charges from residents as contributions towards their care costs of £48m and other care package income of £3m, largely funding from the NHS, reduce the net cost that SCC is required to cover from its general funding to £122m.
33. The delivery of the Commissioning Strategy for Older People is likely to take place during a continued period of constrained public finances. A key principle running across the whole of the commissioning strategy is therefore ensuring services are commissioned as cost effectively as possible and within the resources available while still delivering improved outcomes for Surrey's residents.
34. The strategy will be essential to supporting ASC to keep spending within the available budget resources set out in SCC's Medium Term Financial Strategy (MTFS). Some of the key financial elements of the strategy include:
  - Ensuring an effective reablement offer to support people to recover and regain skills, maximise opportunities for independence and reduce long term care needs.
  - Purchasing care at best value including through the commissioning and successful operation of new frameworks for key market sectors, and the implementation of a central joint brokerage team to lead on the sourcing of care packages across ASC and Continuing Health Care.
  - Expanding service provision in the community such as through the development of affordable Extra Care Housing provision to support a shift away from an over-reliance on residential care.
  - Utilising technology enabled care services to enhance the efficiency and cost effectiveness of care provision.
  - Working in partnership with key stakeholders including NHS partners, District & Borough Councils, care providers and residents and their carers to deliver systemwide changes as cost effectively as possible.
  - Understanding and responding appropriately to the financial implications of the government's proposed social care reforms, including the "cap on care costs", which will have the biggest impact on the Older People care budget.
35. These changes will have positive impacts for residents whilst also delivering value for money. It is important to be clear though that keeping spending within available resources will at times require some difficult decisions to be made. Resident choice and supporting people to receive care in their own homes and in the community are fundamental principles at the heart of the Older People strategy. SCC will though have some limitations on the choices it can offer residents within available budgetary resources. This is to ensure there is an equitable support offer for all residents with presenting care needs in line with the expected increased demand for care services over the term of the Older People strategy.

**Section 151 Officer Commentary:**

36. Although significant progress has been made over the last twelve months to improve the Council's financial position, the medium-term financial outlook beyond 2021/22 remains uncertain. The public health crisis has resulted in increased costs which may not be fully funded. With uncertainty about the ongoing impact of this and no clarity on the extent to which both central and local funding sources might be affected in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority in order to ensure stable provision of services in the medium term.
37. In this context, the Section 151 Officer supports the principles of the Older People 2021 – 2030 strategy to deliver improved outcomes for residents whilst ensuring care services are purchased as cost effectively as possible. The outcomes of the strategy will be factored into the Medium-Term Financial Strategy.
38. It will be important to closely monitor the financial implications of the strategy's implementation over the medium term and be agile in adapting to changing circumstances to keep spending within available budget resources.

**Legal Implications – Monitoring Officer:**

39. The Care Act 2014 is the primary legislation which sets out the Councils' duties to support residents with needs for care and support. In addition to setting out a statutory framework for meeting assessed needs, it outlines the responsibility for promoting wellbeing, focussing on prevention and the provision of information and advice.
40. The Strategy which Cabinet is being asked to consider does not in any way change the Council's existing statutory duties but sets out cohesive plans that will enable the Council to meet existing obligations.
41. There are no additional legal implications that the Cabinet needs to be aware of.

**Equalities and Diversity:**

42. An Equality Impact Assessment has been undertaken on the OP Commissioning Strategy 2021-2030 and was reviewed by the Directorate Equalities Group in July 2021. It evaluates the potential positive and negative impacts of the strategy upon our communities and staff with protected characteristics. No negative impacts have been identified that cannot be mitigated. The EIA is attached as an appendix.

**Other Implications:**

<b>Area assessed:</b>	<b>Direct Implications:</b>
Corporate Parenting/Looked After Children	Not applicable
Safeguarding responsibilities for vulnerable children and adults	Not applicable although the strategy sets out a clear ambition to work with providers of good quality and to support the market growth of good providers to ensure residents are safeguarded when accessing services for Older People.
Environmental sustainability	Not applicable to the strategy but commissioning



	of services will identify opportunities to maximise environmental sustainability.
Public Health	Not applicable to the strategy but the service ambitions and partnership working approach will be inclusive of Public Health objectives and services.

### What Happens Next:

43. Subject to Cabinet approval of the full 20-page Older People's Strategy 2021 – 2030 the Strategy will be worked into a final document for publication to be shared internally and more widely with providers and key stakeholders – December 2021
44. Work will also begin to complete a public facing easy read version and a one-page summary that will both follow EU Accessibility Standards. This will be completed with support from the core project team and most importantly with our lived experience volunteer to ensure the Strategy is clear and easy to understand - January 2022.
45. A full communication and engagement plan will be developed, working alongside partners in health, to create an overarching approach to the delivery of current and new strategies that relate to older people in Surrey to ensure one roll out and not several. We are already ensuring that these strategies, strategic and local, are aligned and do not contradict or confuse. This will be communicated to residents, colleagues, partners, providers, and stakeholders - January 2022.
46. A work programme will be developed to manage the ongoing monitoring and evaluation of outcomes that are set out in the Strategy action plan. This will include the existing core project team to oversee this work over the 9 years of the strategy - February 2022.
47. The Older People's Commissioning Team will coproduce Market Position Statements (MPS) with residents, people who currently use services and provider organisations to detail what services and support are required for future provision over the short, medium, and longer term - April 2022
48. Feedback to other boards/forums/networks will continue to take place over the 9 years of the strategy at regular intervals

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**Consulted:**

- Surrey residents and people who currently receive Surrey commissioned services
- Surrey County Council colleagues
- Surrey Heartlands Clinical Commissioning Group colleagues

- Integrated Care Partnership leads
- Surrey and Borders Partnership (SABP) NHS Foundation Trust colleagues
- Action for Carers and their members
- Healthwatch and their members
- Age UK Surrey and their members
- Surrey Minority Ethnic Forum (SMEF) and their members
- Alzheimer's Society staff and their members
- Surrey Coalition of Disabled People and their members
- Unpaid carer – Janice Clarke
- Lived experience older person volunteer – Jon Fisher
- Home based care providers
- Care home providers
- District and Borough colleagues
- Surrey Care Association and their members
- Dementia board members
- Surrey Wide Care Home Collaborative Board
- Frailty board members
- Adult Leadership Team – Surrey County Council
- Cllr Sinead Mooney

**Annexes:**

Annex 1: Older People's Commissioning Strategy 2021 – 2030

Annex 2: Equality Impact Assessment

Annex 3: Consultation evidence slides