

QUARTERLY OSMB UPDATE REPORT

Directorate:	Adult Care, Housing and Public Health
Date of report:	27 March 2019
Title:	The Budget Forecast and Continued Improvement Plan Update

1 The purpose of the report is to update OSMB members on the following:

- Budget Forecast
- Continued ASC Improvement Plan

2 Introduction

2.1 The forecast outturn as at the end of February 2019, is an overall overspend of £5.399m.

2.2 Table 1 (below) provides the current budget position and a summary of savings achieved up to the end of February 2019. In summary, the Directorate has significantly reduced the forecast overspend, which is now at £5.399m - the original forecast was 6.2m. This has primarily been driven through effective budget management, plus internal / external challenges as to the necessity of spend and value for money tests against the Better Care Fund plan for 2018/19.

2.3 There has also been progress in terms of realising savings from cohort led reviews, including the *My Front Door* programme for people with learning disabilities and maximising income from Continuing Health Care. The cohort-led review activity has provided solidity to the strengths-based approach for those customers reviewed and the use of the Wellbeing Forum has proactively challenged costs versus anticipated outcomes. However, there still remains a significant legacy of customers with more traditional packages and a tranche of social work staff, who require further training and support to apply the strength-based principles.

2.4 The Adult Target Operating Model (TOM) work has commenced through a series of staff workshops in early January 2019, with a view to implementation in October 2019. Embedding strength-based approaches underpinned by a model of self-management and reablement will drive demand positively, changing social work behaviours. The cohort-led reviews will become routine activity under the new model, driving savings as a by-product of better services for customers during the back end of the 2019/20 financial year.

3 Adult Social Care Budget

3.1 Adult Care Services are currently forecasting an overall overspend of £5.399m.

3.2 Please see below the current budget monitoring information.

2018/19 budget position as at period 11 (February 2019)		
		2018/19
		£000s
	Latest budget	74,439
	Remaining savings to be delivered	8,646
	Savings on track to be delivered in 2018/19	(898)
	Savings from case reviews to date	(358)
	Savings on LD	(202)
	Savings on night visiting	(193)
	Balance of savings still to be delivered	6,995
	Other (under)/overspends	(1,191)
	Other one off mitigating actions - underspends/savings on Public Health and Housing General Fund	(405)
	Forecast outturn	79,838
	Estimated adverse variance - as at February 2019	5,399

4. Budget Projects

4.1 Big Hearts Big Changes Programme - Adult Social Care and Commissioning Operating Model Redesign

- 4.1.1 The Adult Social Care Directorate in Rotherham has been progressing over the last nine months, beginning with the co-development of a high level operating model as part of the budget savings programme across the Council.
- 4.1.2 The design of the new Target Operating Model for Adult Social Care and Commissioning in Rotherham has taken place over a period of 12 weeks.
- 4.1.3 This design builds upon the high level business case developed in the summer of 2018, which presented a new clear, integrated and digitally enabled core 'person' pathway, focused on a seamless and consistent journey for the population.
- 4.1.4 £3.3 million in savings are to be achieved through the delivery of the new Target Operating Model for Adult Social Care and Commissioning.
- 4.1.5 A business case was developed through an analysis of the current state of the model and engagement with the Directorate. This allowed for a solid understanding of the issues within the 'as-is' operating model. This business case was subsequently agreed by Council Members.
- 4.1.6 The detailed design of the new Target Operating Model for Adult Social Care and Commissioning began in December 2018, with extensive engagement within the Directorate across all levels. The new model is a product of co-development, substantial analysis and reference to best practice nationally.

- 4.1.7 The model is to be implemented by October 2019, and will require considerable resource, input and capability from both the Directorate and the Council. Whilst considerable progress has been made to date, it is acknowledged that this journey is not yet complete. The Directorate must continue to drive forward with implementation, focusing on both the tangible elements of the model (systems, pathways, processes) in addition to the integral aspect of culture and behaviours required to support a new way of working.
- 4.1.8 The Directorate must be clear on the amount of resource and effort required to implement the new operating model within the timelines agreed with Members (October 2019). In order to understand and create a clearer view of those requirements, a detailed implementation plan has been developed, focusing on the required activities and milestones to be delivered by the identified core work streams which are:
- Programme Management and Governance
 - ICT Requirements
 - Organisational Structure
 - Organisational Design
 - Pathways, Policies and Processes
 - Performance Measures
 - Change Management and Communications
- 4.1.9 Implementation will commence in March 2019, with staff consultation commencing in April 2019.

4.2 Project: Care Package Review Programme

- 4.2.1 The key delivery mechanism for delivering the in-year savings continue to be improving practice, reducing reliance on residential / nursing care, and ensuring that care packages are proportionate across all client groups by undertaking care package reviews of existing eligible customers.
- 4.2.2 At the project's inception (May 2018), a total of 3813 customers were identified as eligible to receive a care package review, with an estimated annual net cost to the Council of £59m.
- 4.2.3 To date, of the baseline, a total of 452 customer care package (including Learning Disability clients) reviews have been completed. In total this has achieved an in-year net saving of £551K (against their original projected 2018/19 support costs). This equates to reviews having been undertaken on 11.9% of the original cohort of customers.
- 4.2.4 There continues to be monitoring of activity and since the arrival of the new permanent Assistant Director, who is reviewing activity and has already put into place resilient meetings with managers to ensure effective management of the cohorts and business as usual activity to ensure that we are as effective as possible.
- 4.2.5 The Wellbeing Forum has been reviewed and remedial action taken. There are currently discussions as to whether to separate the learning disabilities activity into a separate forum to control and challenge activity / cost, and this will be confirmed at the next budget Roundtable.

- 4.2.6 The targeted groups are being realigned for 2019/20 to identify maximum within the existing resources. It is important to advise that recruitment continues to be a challenge and the HR team are assisting with a recruitment campaign against the business case of 20 social work vacancies.
- 4.2.7 The consultation on the new operating model is anticipated to impact on productivity and resources, but this will be monitored through the Project Assurance Group (PAM) chaired by the Strategic Director.
- 4.2.8 There have been some delays in carrying out the reviews as originally planned due to the following factors:
- A later than expected start
 - Difficulties in recruiting staff with the right skills
 - A diversion of resources due to market failure e.g. three private Care homes and one national private Domiciliary care over the last 12 months
 - Impact of the Mental Capacity Act and Deprivation of Liberty requirements which mean that assessments take longer to carry out.

However, there is other activity happening across the service, outside of the various reviewing teams.

4.3 Project - My Front Door

- 4.3.1 My Front Door reviews are underway, with 73 assessments already completed for clients with a learning disability focussing on Oaks Day Centre. The results of these assessments are shown in the table above, which includes reviews on all client groups. Though this project will not deliver the total anticipated savings in the current year, driven by social work numbers and competing priorities with safeguarding / quality concerns, the project has managed to deliver savings of £202K. The savings will, in the main, come from the closure of existing facilities, which are expected to occur in 2019/20 and 2020/21. The reviews for clients using Oaks are well underway and are on track, which should enable closure early* in 2019/20.

**Note that closure of the building is dependent on the outcome of the Judicial Review.*

4.4 Project - Transforming Care

- 4.4.1 Transforming Care has been identified as a potential area of risk for in-year demand as funding responsibility moves from specialist commissioning (NHSE) to CCGs and Local Authorities. To mitigate risks, fortnightly internal meetings have been established, including commissioners, finance and senior managers, to ensure that this complex and vulnerable group of individuals are appropriately supported and that any financial pressures for the Local Authority are identified and planned for as early as possible. This complements the multi-agency meetings which take place led by Health.
- 4.4.2 Although this will not deliver any savings, the approach will enable the Council to monitor and manage potential additional costs more effectively. The development of an integrated risk register, incorporating data from the Preparing for Adulthood transition cohort work is under development. This will give a comprehensive view of potential future demand to support budget planning and will drive informed, proactive commissioning of solutions.

4.5 Project - Winter Resilience

- 4.5.1 Rotherham has been allocated £1.34m winter pressure funding in order to alleviate pressures across the health and social care system, which would have ordinarily been met within existing resources. This additional funding has specific spend criteria which states that this additional funding cannot be used to support the current base. However, it should mitigate the risk of additional unplanned costs during a traditionally high demand period and ensure the budget target is still achieved. The agreed winter plan is now included in the Directorate delivery plan.
- 4.5.2 The additional winter pressure funding can only be spent on the following areas:
- Improvement of local Delayed Transfer of Care (DTC)
 - Focused enablement services to facilitate smooth discharge and prevent admission
 - Maximising the use of equipment and assistive technology to facilitate hospital discharge
- 4.5.3 The winter plan is so far demonstrating effective resilience in terms of the social care offer to support the hospital to alleviate Delayed Transfers of Care (DTC) and improve patient flow. The focused areas identified in the process mapping sessions to identify areas for improvement have been put in place. This includes:
- Increased social work capacity to support the additional beds required by The Rotherham Foundation Trust (TRFT).
 - Additional social work/therapy at within the hospital to reduce the need for admission
 - Increased commissioned and in-house reablement capacity
 - Project capacity to improve assistive technology that can be used to support hospital discharge
 - An enhanced Occupational Therapy (OT) resource
 - A virtual ward within the hospital to assist further with flows through the hospital
- 4.5.4 The winter plan will not deliver savings against the current budget position, but should avoid additional costs in respect of winter pressures which would otherwise have increased the overspend. So far, as the direction of travel of the budget shows, the assumptions are holding up.
- 4.5.5 There is a challenge across the system in relation to workforce, whether it is social care or health-related posts. Place based discussions about how to develop a recruitment campaign as a system, which may enhance existing recruitment processes have commenced. There is a significant challenge in the system (including in the independent sector) in relation to skill, availability and quality, and this will be overseen by the systems workforce work stream, as well as internal workforce boards.

4.6 Project - Increase the number of Direct Payment Customers

- 4.6.1 Direct payments offer value for money and improve outcomes if delivered appropriately. Current performance is 21.25% which is an improvement on the last quarter.
- 4.6.2 To maximise the use of direct payments for new and existing adult social care customers, all assessment staff are attending direct payments training (eight sessions

have been commissioned via independent organisation to deliver) and are supported by on-line resources, and a comprehensive set of fact sheets have been produced to support the policy and procedures. This will ensure that the direct payment is of the right size and will also provide an opportunity to reclaim unspent direct payments within individual bank accounts.

5 Improvement Plan Activity

5.1 Following the “deep dive” referred to in the last report; this resulted in 36 actions remaining on the revised improvement plan.

5.2 This number continues to reduce as these actions are completed and any remaining work moves into routine activity or is included within the MTFS project plans.

5.3 There are now 19 actions remaining. Key areas of remaining accountability are:

- Strategic decisions
- Policies, Procedures and Guidance
- Performance
- Quality Assurance
- Commissioning
- Workforce Development

5.4 The thematic workshops (referred to in the last report) on complex areas of work cross cutting both the improvement plan and the MTFS plans have now taken place. The resulting actions from these workshops are a combination of:

- Continued or further developing the collaborative working with partners around Reablement and Mental Health.
- Further procedural and training development to support staffs operational delivery.

Both these areas of work are progressing

5.5 The proposed implementation plan for the new Target Operating Model covers the remaining key areas of accountability.

6 Governance

6.1 The improvement and MTFS plans continue to be governed by the monthly Project Assurance Meetings chaired by the Strategic Director.

6.2 This process, along with the programme assurance structure, continues to govern the actions that remain on the improvement plan providing check, challenge and support to the delivery leads.

7 Narrative Update on Enablers to the Improvement Activity

7.1 The Wellbeing Forums referred to in the last report are being reviewed. They continue to operate providing a necessary framework to monitor the quality of support plans and assist staff to consider alternative solutions if they have not already done so.

7.2 A Workforce Planning – Learning and Development Plan is being formulated which will also link to the requirement of the new Target Operating Model, with a strong focus on strength- based approaches and positive risk taking to facilitate and

encourage the person's ability to self-manage via use of assistive technology / digital, community-based solutions.

- 7.3 Social Workers have provided feedback via a Principal Social Worker Social Work Survey. This is now open to other social care assessors for their completion.
- 7.4 A Case File Audit process is now ongoing. An electronic process is still in development.
- 7.5 There is continued input to ensure that all staff are legally competent and confident in relation to their statutory duties to assess eligibility, carer assessments, direct payments, care planning and funding.
- 7.6 The Operational Framework is in development, which will also support staff's legal competency and confidence.
- 7.7 Mental health and mental capacity training implementation plan is underway, supported by the operational lead manager and the legal department.
- 7.8 There is a Continuing Health Care accredited assessor / manager programme to ensure best practice and lawful application of National Framework for NHS Continuing Healthcare and NHS-funded Nursing Care.
- 7.9 Work is taking place with Age UK and Active Independence to develop a best practice model for a pre-front door offer using examples from other Age UK services, such as those in the Wirral and York. The new model would aim to divert people away from SPA by resolving low level queries, providing sign-posting and advice / guidance directly to customers in the community (face to face / telephone) – predominately older people or people with physical disabilities.

8 Performance Update

- 8.1 National 2017-18 data publications have been released on a phased basis from October 2018 onwards, as scheduled. These have been used to undertake specific benchmarking around Adult Social Care Outcomes Framework (ASCOF) national measures and in turn, been shared with ASC Leadership Team and also provided an updated information 'pack' and workshop materials of final benchmarked 2017-18 ASC performance outturn to members of Health Select on 19 February 2019, which was also attended by the Strategic Director of Adult Care, Housing and Public Health.
- 8.2 The benchmarked data confirmed an overall mixed picture of performance in 2017-18, with most ASCOF national measures being 'mid pack' rankings. There are some areas still having too high a request or provision outcome than our comparators, thus reflecting where the change to service / practice and our current offer is. Data has continued to show in 2018-19 that further work with partners on understanding the reasons for the proportion of reasons for delays being attributable to ASC is required as this trend has 'flipped' from the majority historically being attributable to NHS.
- 8.3 Although demand rates remain high, the good news is over 65 reduced permanent residential admissions rates show changes are positively reflected in this area of improvement and the Direction of Travel has improved 3 years running from a bottom quartile ranking to close to national average. Whilst we are seeing some slowing of improvement in 2018-19, ASC are targeting benefits from the strength based ways of working and new Target Operating Model during 2019 will contribute to further improvements.

- 8.4 The number of safeguarding concerns received in 2018-19 (as at end Q3) has decreased. In comparison to December 2017 the number of safeguarding concerns received is 44% lower. The proportion progressing to enquiry remains comparable at 33%. The number of institutional abuse cases concluded has increased by 47% when compared to 2017-18, this increase is due to the number of homes where contract concerns have been of sufficient number alongside home closures due to unsafe practice.

9 Next Steps

- 9.1 Establish a performance tracker to demonstrate an improvement in DTOC, as per guidance.
- 9.2 To agree on our approach to delivering an enhanced equipment service to delay and / or reduce the need for care services in future, building upon the commissioned review by Red-Quadrant.
- 9.3 To continue the monitoring of the right-sizing of care packages at SMT and take any mitigating actions.
- 9.4 To review the digital offer in relation to supporting and testing putting an equipment offer at the front door.
- 9.5 To work over the coming months to identify the potential forecast for 19/20 due to one off contributions into the budget against revenue savings.
- 9.6 Revisit and refresh the project plans deliverables and associated performance data.
- 9.7 Set up the work streams to deliver the target operating model implementation

10 Accountable Officer

Anne Marie Lubanski, Strategic Director for Adult Care, Housing and Public Health.