

LONDON BOROUGH OF CROYDON

REPORT:	SCRUTINY HEALTH AND SOCIAL CARE SUB-COMMITTEE
DATE OF DECISION	02 October 2023
REPORT TITLE:	Adult Social Care and Health Directorate 2023-24 Transformation Performance Progress Report
CORPORATE DIRECTOR	Annette McPartland Corporate Director Adult Social Care & Health
LEAD OFFICER:	Bianca Byrne Director of Adult Social Care Policy & Improvement
LEAD MEMBER:	Councillor Yvette Hopley Cabinet Members for Health and Adult Social Care
AUTHORITY TO TAKE DECISION	The ASC Transformation has been identified as a priority in the Sub-Committee Work Programme
WARDS AFFECTED:	All

1 SUMMARY OF REPORT

- 1.1 This report continues the regular budget and savings progress updates to the Scrutiny Health and Social Care Sub-Committee. It provides the Adult Social Care and Health Directorate's financial performance at Period 3 (June 2023); and current transformation progress in relation to the 2021-2024 medium term financial strategy.
- 1.2 On financial performance, it should be read alongside the Council's 27 September 2023 Cabinet report; [2023/24 Period 3 Financial Performance Report](#).
- 1.3 On transformation performance, the core focus is on 2023/24 delivery within the strategic managing demand programme.
- 1.4 The report also provides an overview update to the Directorate's preparation for a Local Government Association peer challenge in November 2023. This is in preparation for the roll out of the Care Quality Commission's assurance programme.
- 1.5 Finally, the report sets out the indicative strategic transformation plan being developed for the new medium term financial strategy period, April 2024 – March 2027.

2 RECOMMENDATIONS

- 2.1 For the reasons set out in the report, the Sub-Committee is recommended:
- 2.1.1 To note delivery of the 2021/2024 Medium Term Financial Strategy savings.
 - 2.1.2 To note the progress of the Directorate's transformation programme.
 - 2.1.3 To consider a focussed report on performance be brought to the January 2024 sub-committee meeting.
 - 2.1.4 To note the indicative strategic transformation forward plan being developed for the new medium term financial strategy period, April 2024 – March 2027.

3 DIRECTORATE GENERAL FUND REVENUE BUDGET SUMMARY

Table 1 showing the revenue forecasts for the directorate

Net Budget	Actuals to Date	Forecast	Forecast Variance	Prior Month Forecast Variance	Change in Forecast Variance
(£m)	(£m)	(£m)	(£m)	(£m)	(£m)
129.8	43.0	131.0	1.2	1.3	(0.1)

Table 2 showing the directorate variances

Division	Net Budget (£m)	Actuals to Date (£m)	Forecast (£m)	Forecast Variance (£m)
Adult Social Care Operations	111.3	38.4	112.8	1.5
Adult Strategic Commissioning, Policy & Improvement	16.7	4.1	16.6	(0.1)
Central ASCH	1.8	0.5	1.6	(0.2)
Total ASCH	129.8	43.0	131.0	1.2

- 3.1 At period 3, the ASCH directorate has a forecast overspend of £1.2m (0.9%) against a budget of £129.8m.
- 3.2 The ASCH Directorate has challenging savings targets totalling circa £10m to deliver in 2023-24 on placements and care packages through demand management, commissioning and review of care packages.

Risks

- 3.3 Risks continue in the provider market from inflation including higher fuel, labour and property costs which may result in claims for increased fees and/or financial instability with the potential for 'handing back' contracts. The potential reprovisioning costs if providers exit the market could be significant.

Adult Social Care Operations - Forecast overspend of £1.5m

- 3.4 Staffing across this division demonstrates a forecast underspend (broken down by area below) owing to periods of vacancy above the £1m MTF5 5% vacancy factor saving applied to staffing budgets in 2023-24. There is a national shortage of both social workers and occupational therapists and recruitment to many roles is proving challenging. The periods of vacancy are a barrier to achieving savings as staff are focused on statutory delivery rather than delivering transformation to improve performance, data management and reduce operational risks across the directorate.
- 3.5 Localities & LIFE have an underspend of (£1.6m) owing to a staffing (including agency spend) underspend of (£0.1m) and a net underspending on care costs (£1.5m).
- 3.6 Working Age Adults has an overspend of £4.0m. This comprises an overspend on care of £4.3m which is partly mitigated by an underspend in staffing of (£0.3m). The overspend includes savings not yet evidenced of £1.9m, against a challenging target of £5.3m. It should also be noted that this area was overspent by £2.3m in 2022-23. The service has committed to achieving further savings which will be reflected once robust plans have been developed.
- 3.7 Provider Services has a (£1.0m) forecast underspend on staffing owing to vacancies.
- 3.8 Mental health services have a forecast overspend of £0.1m owing to a £0.3m overspend on care packages partly mitigated by a (£0.2m) underspend on staffing. The overspend on care is owing to increasing demand and costs, work is ongoing to bring this area to a balanced budget.

Adult Social Care Policy and Improvement – Forecast underspend of (£0.1m)

- 3.9 The Policy and Improvement division is forecasting an underspend of (£0.1m) owing to staffing vacancies.

Central ASCH – Forecast underspend of (£0.2m)

- 3.10 The underspend is a result of the delays in recruitment to fixed term and temporary positions to provide additional capacity to improve performance, data management and reduce operational risks across the directorate.

4 PERFORMANCE

4.1 Our 2021/24 performance objectives are to continue reducing activity/expenditure to:

- The English average or below for older adults by March 2024.
- The London average or below for younger adults by March 2024.
- Whilst fulfilling all our statutory responsibilities.

4.2 In January 2023 the Directorate provided this Sub-Committee with positive key analysis of the year on year performance movement between 2020/21 and 2021/22.

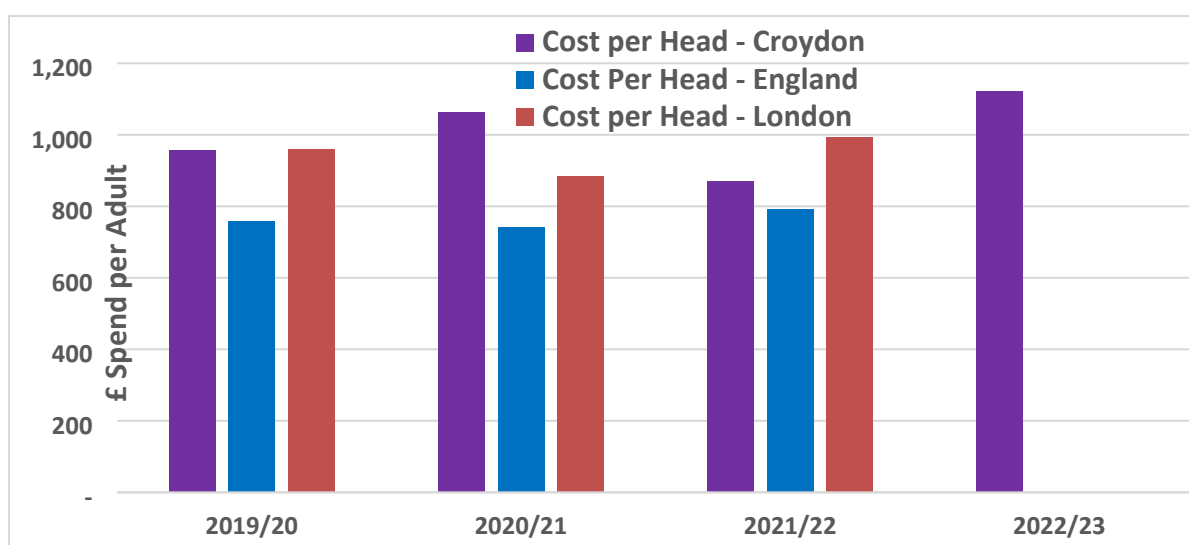
4.3 Although the Directorate does have its 2022/23 data, benchmarking our performance against the targets is challenging without updated comparative data. In particular as we do not know the further impact of Covid, cost of living and demographic pressures, as well as the delivery of savings in other local authorities.

4.4 The Directorate is anticipating the publication of the Local Government Association's 'Use of Resources (2022/23)' benchmarking report for adult social care in England. This is expected during the Autumn and will evidence Croydon's direction of travel against the England and London targets.

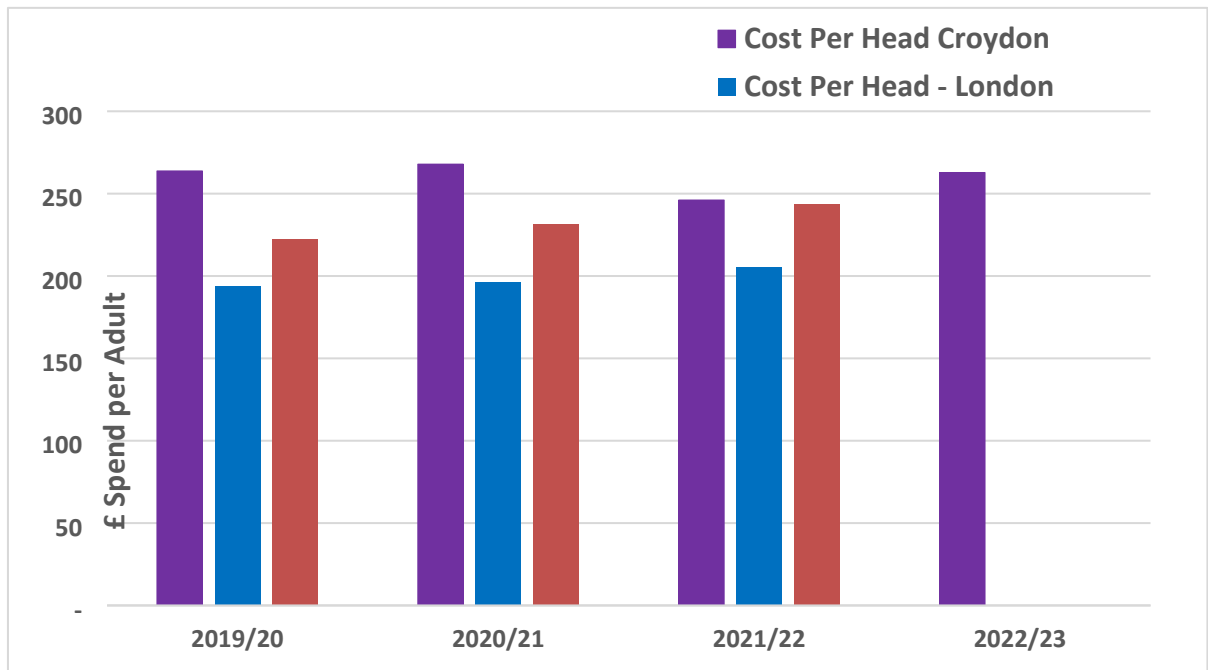
4.5 Our recommendation to the Sub-Committee is that once the Use of Resources report is published, as happened in January 2023, a focussed report on performance is brought to the January 2024 Sub-Committee meeting.

4.6 As an interim position, the tables below provide the performance indicators, where there is equivalent benchmarking available, and the published Croydon position for March 2023.

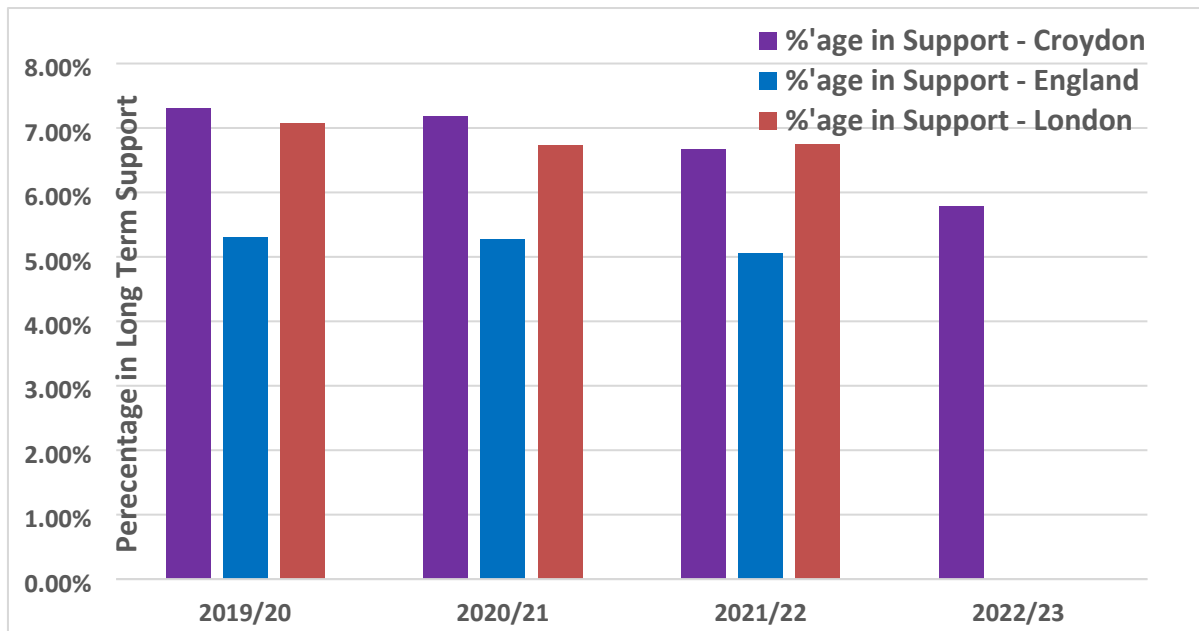
4.7 **Chart 1: Changes In over 65 spend per Adult in Long Term Support**
(MTFS target is the England average)



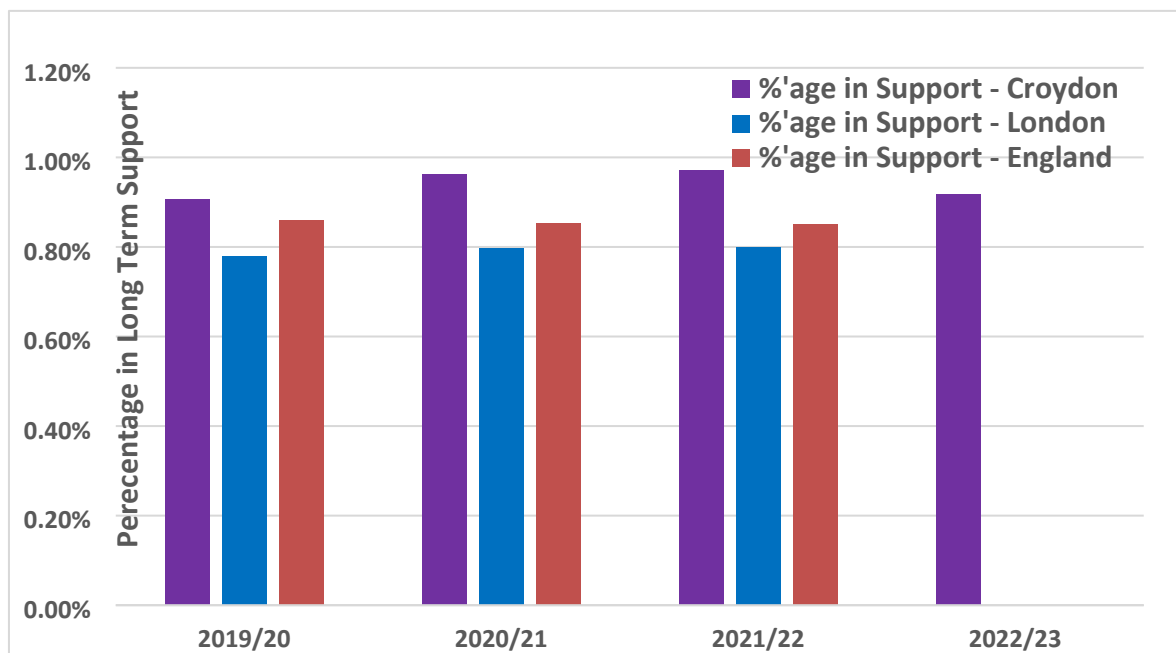
4.8 **Chart 2: Changes In 18-64 spend per Adult in Long Term Support**
 (MTFS target is the London average)



4.9 **Chart 3: Changes in over 65 % of population in Long Term Support**
 (MTFS target is the England average)



4.10 **Chart 4: Changes in 18-64 % of population in Long Term Support**
(MTFS target is the London average)



5 STRATEGIC MANAGING DEMAND TRANSFORMATION

5.1 The programme aims to manage demand at every stage of intervention across the Adult Social Care and Health (ASCH) pathway by working with partners to provide residents with the right help at the right time. As a system we will facilitate access to non-statutory preventative services, where appropriate, to improve wellbeing and/or we will intervene early to help residents stay well, live independently and prevent further need for services.

5.2 The focus areas are:

- Prevention, improving Information, Advice and Guidance (IAG) both digitally and in the community.
- Establishing a comprehensive front door, with a view to longer term integration.
- Front Runner Programme, reported to Scrutiny in June 2023 (formerly capacity and demand model for out of hospital care and intermediate care).
- Intermediate care (inclusive of but wider than reablement).
- Long term care and support; the principles of promoting independence and progression for all client groups.

5.3 Key achievements within the programme in 2023/24 are described below.

Information advice and guidance

5.4 **Phase 1:** Content for the Adult Social Care webpage revisions have been submitted by service leads and are being reviewed and updated by Croydon Digital Services.

- 5.5 **Phase 2:** Webpage content is being reordered to improve flow and accessibility of information. A new page articulating how residents can access support in their local communities is being developed, through 'Simply Connect' and Community Hubs.
- 5.6 Work is underway to improve the links between the community hubs and the front door. The message about reducing reliance on statutory services is landing with partners, especially primary care, and this is being further enhanced by the workforce training that is being delivered on Strengths Based Conversations through the Healthy Communities Together programme. There is regular attendance by our front door staff at the Mental Health and Wellbeing Hub each week. In the six weeks that they've been attending there have only been three referrals for statutory support. As resourcing at the front door increases there are plans to align this same approach to libraries and other community hubs.
- 5.7 '*What to expect from community hubs*' videos are being prepared and will be uploaded to the Simply Connect webpages shortly, their aim is for people to see what is happening in their area. Links to these videos are also going to be available from the council's webpages under a new '*support in your community*' page.
- 5.8 The Healthy Communities programme is also developing a set of key operating principles for Community Hubs.

Pathway reviews: helping to establish a comprehensive Adult Social Care Front Door that finds solutions for people and their problems

- 5.9 The reviews have mapped the current processes and pathways into adult social care for a range of services and have identified what is working well and areas for improvement. This has been an extensive area of work which has recently finished. The reviews have included a deep dive in the following areas:
- Occupational Therapy and Disabled Facilities Grant
 - Transitions from Children's Services
 - New packages of care and reviews; relating to Older People, Disabilities and Mental Health and Mental Health Transitions
 - Dementia
 - Brokerage and Placements
 - Carers and Respite
 - Active Lives and Careline
 - Sensory Impairment
 - Vulnerable Adults
 - Integrated Care Networks+
 - Homelessness and rough sleeper pathways
- 5.10 Only one pathway review is outstanding and relates to Safeguarding, this will take place after the new Head of Service is in post likely to be in October/ November 2023.
- 5.11 The pathway reviews are crucial pre-work to support the diagnostic report described below in section 6 of this report.

- 5.12 A key gap that has been identified through this work is the Council's preventative response to vulnerable adults who approach Adult Social Care with multiple support needs, including lower-level mental health concerns. This cohort may not be eligible for Adult Social Care, due to the absence of care needs, however, if left unchecked, their needs could escalate and lead to further demand for statutory services. Work is underway to address this unmet demand and enhance our early intervention and prevention offer. Business cases have been submitted for welfare and benefits advisors, workers who support rough sleepers and vulnerable adults. A conversation about how to support vulnerable adults is in train with other Council services and being led by Adult Social Care.
- 5.13 The Transitions pathway mapping work has led to improved joint working with Children's Services. The Transitions Service Improvement Plan has been enhanced to include the recommendations that were put forward by this pathway review. Additionally, presentations to Children's Directorate Management Team and other conversations between Directors of Children's and Adult Social Care has resulted in the development of Transitions Task and Finish working group. Children's and Adult services have committed to review high priority areas jointly.

Development of portals in Adult Social Care

- 5.14 Our case management system, Liquid Logic, has the functionality to improve interactions between residents, professionals and adult social care via online portals. Many local authorities are using them as a way of improving the customer experience whilst managing their business objectives. The portal forms that have recently been created are listed below, they went live on the 15th of May 2023 and are beginning to improve the quality of referrals into Adult Social Care.
- 5.15 The following portal referral forms have been developed:
- Adults self/professionals' referral and professionals form
 - Occupational Therapy self/professionals' referral form
 - Assistive Technology/ Careline referral form
 - Online Financial Assessment form

Reablement

- 5.16 We are reviewing our response to people who approach the council with care and support needs through a comprehensive reablement offer at the front door which aims to build a person's independence resilience and divert the deployment of unnecessary and costly care packages. A project has recently been scoped and approved, there will be close working with the Front Runner programme to ensure that reablement is flexible enough to meet the needs of people in the community as well as those discharged from hospital.

Direct Payments

- 5.17 Direct Payments, we are working hard to implement a Direct Payments by default approach. There is a dedicated project exploring how we can make the take up process more accessible.

6 2024 – 27: DIRECORATE TRANSFORMATION PLAN

6.1 The Council is moving through its star chamber process, through which annual revised budgets and savings targets are proposed, challenged, reviewed and agreed. This will define a new 2024-27 Medium Term Financial Strategy (MTFS). Within this, the Adult Social Care and Health Directorate will have saving requirements.

6.2 To enable delivery of these requirements, the Directorate is in the process of starting a two phase procurement of a strategic deliver partner, to support delivery of the transformation and savings required over the next 3 years.

6.3 The approach is a central strategy for the Directorate to identify and enable evidenced savings to be agreed and delivered; as well as a substantial transformation of the core service model. This will enhance the pace of delivery within the existing Strategic Managing Demand programme.

6.4 The approach has been in development for some months. The Corporate Director and Directorate Management Team have spoken to other local authorities where a similar approach has been taken, to fully understand the opportunities and risks and organisational requirements.

6.5 The programme is expected to be delivered over 20 – 30 months. The successful partner will work alongside the Directorate Management Team; through a two-phase process, with a 'go / no go' gateway between phases. They will deliver:

Phase 1: An end to end operating model diagnostic to identify opportunities to further transform our services, significantly improve the outcomes and independence of our residents and deliver annualised financial benefits.

Phase 2: Design and implement the new structures, processes and ways of working; enabling delivery of our statutory duties and a sustainable budget reduction.

6.6 A sample of the opportunities to be reviewed within the diagnostic are likely to include:

- The assessment and reablement offer so that working age adults and older people can become more independent and receive a more consistent offer at the end of the assessment process.
- Across older people and working age adults, of the residents who go onto a long-term package of care; how can these individuals be systematically identified and initially referred to short-term support packages maximising their independence.
- Across older people and working age adults there is the opportunity to reduce / step down inappropriate residential placements, which is anticipated to substantially enhance their independence.
- Opportunities for improving our provider market and commissioning new services.
- Support and challenge to social care managers and practitioners across children's and adults' services to work together to ensure a smooth and gradual transition for young people into adulthood, with an emphasis on the development of young peoples' independent living skills appropriate to their needs.
- Opportunities with the Housing Directorate.

- Staff ways of working will be improved with a view to reducing duplication and administrative tasks; enabling an increase in productivity and contact time with residents.
- A legacy of skills transfer and development to encourage the delivery of this and future programmes.

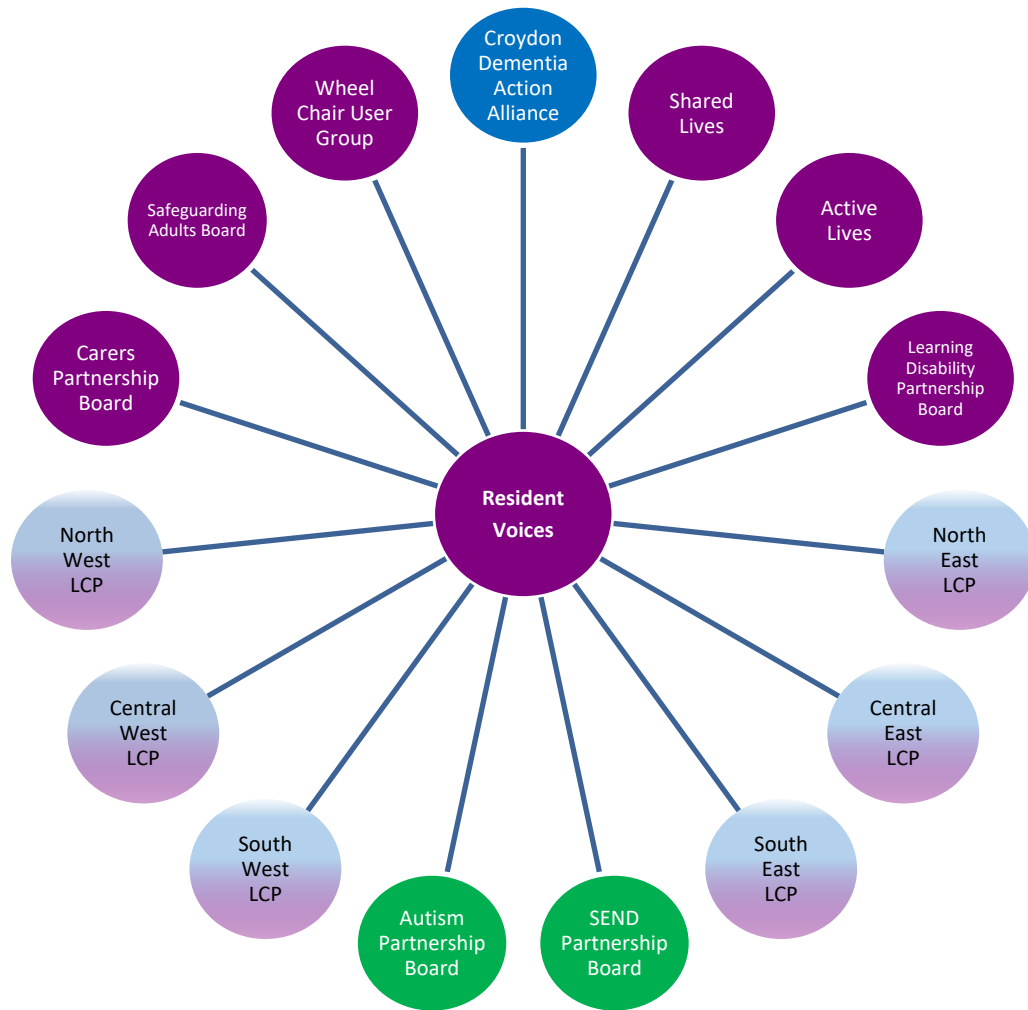
- 6.7 Phase one is a hard stop, go/no go stage. To move into the phase two design and implementation; there must be Directorate, Corporate and Executive Mayor sign off on the proposed performance and savings metrics; and the blueprint for the operating model. All of the above must maintain delivery of our statutory duties. The delivery partner will also lead on the implementation and then transition of the services to business as usual, aligned to a strict benefits realisation governance, process, and in line with our Strategic Managing Demand programme.
- 6.8 Once benefit realisation is signed off by the agreed governance mechanism, the transformation, with a lessons learned log, will be signed off by the Corporate Director for Adult Social Care and Health.
- 6.9 The expected procurement timeline will be to have the Delivery Partner confirmed by early November. The Directorate is committed to ensuring staff and residents with lived experience form part of the tender scoring process and ongoing programme of work.
- 6.10 Dependent of the outcome of the procurement, the expectation is the diagnostic report will be completed by March 2024.
- 6.11 In terms of equality impact, a strategic and overarching impact assessment has been drafted for approval. It sets out the principles and approach the Adult Social Care and Health Directorate will take in developing and implementing the core requirements of its 2024 – 2027 statutory delivery, transformation plans and Medium Term Financial Strategy (MTFS).
- 6.12 It will be a living document. Updated at relevant points to ensure evidence and impact considerations are captured and inform decisions. Where there is substantial service or policy change identified through the diagnostic, specific equality impact assessments will be initiated at the design phase of implementation. This will include an expectation of proportionate co-production/engagement with residents, carers, staff and partners.
- 6.13 At present, the evidence has not identified specific potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review.
- 6.14 There is a firm commitment that all potential changes occurring as a result of the diagnostic and new operating model will require detailed equality impact assessments to support decision making / recommendations.

7 PREPARATION FOR CARE QUALITY COMMISSION ASSURANCE

- 7.1 The Health and Care Act 2022 gave the Care Quality Commission (CQC) new regulatory powers to undertake independent assessment of local authorities' delivery of regulated care functions set out in Part 1 of the Care Act.
- 7.2 The directorate has established an Assurance Programme to ensure improved delivery of our statutory functions and in preparation for the response to the CQC's new single assessment framework.
- 7.3 The overall Single Assessment Framework applies to Local Authorities (LA), Providers and the Integrated Care System (ICS).
- 7.4 We are using this framework to consolidate on-going improvement activity, celebrate excellent practice and identify areas for improvement and how we will address them.
- 7.5 As part of these preparations, The Local Government Association will deliver a Peer Challenge exercise starting in November 2023.
- 7.6 As part of the preparation, a development session is being planned for October 2023 with Councillors on this Sub-Committee and also on the Health and Wellbeing Board.

8 RESIDENT VOICE

- 8.1 The Resident Voices model (below) continues to gain momentum.
- 8.2 Most recently the group agreed its vision, "**Ensuring that people with lived experience of Adult Social Care and / or Health in Croydon are listened to, involved and valued**".
- 8.3 The wider elements of the model shown on the following page, are described below.
- 8.4 **Resident Voices:** a core group of residents with lived experience, supporting and challenging delivery of the Adult Social Care and Health Strategy. The group has membership on our Managing Demand Programme, the Health and Social Care Scrutiny Committee and Health and Wellbeing Board.
- 8.5 **Local Community Partnerships (LCP):** The six LCPs are co-supported by council and health partner resources, alongside Croydon Voluntary Action. Each has independent chairs, and developed localised commissioning plans.
- 8.6 **Partnership Boards:** The Boards are primarily subject matter expert led, with advocacy agencies supporting residents / resident voice on the Board.
- 8.7 **Active Lives:** Co-producing service improvements with our residents who use our directly provided sessional based day services.
- 8.8 **Shared Lives:** Co-producing service improvements with our residents who live in a Shared Lives placement.



■ Directorate supported
 ■ Healthy Communities Together
 ■ Other Council supported
 ■ Health

8.9 The most recent session was held on 31 August 2023. It focussed on the planning for the November 2023 Peer Challenge, related to the Care Quality Commission assurance programme.

8.10 A session will be held with the group in October, in preparation for the tender exercise for the strategic delivery partner procurement described above.

9 NEXT STEPS

9.1 Following receipt from Sub-Committee Members on further areas for focus, officers will prepare detailed reports for presentation at the designated future meeting.

CONTACT OFFICER:

Annette McPartland
Corporate Director, Adult Social Care & Health