

Development of Asset-Based Area (ABA) Approach to Commissioning and Delivery

To: General Purposes Committee
Meeting Date: 26 January 2021
From: Will Patten, Service Director Commissioning

Electoral division(s): East Cambridgeshire

Forward Plan ref: Not applicable

Key decision: No

Outcome: Adults wishing to remain living at home can easily access the support they need through a vibrant, diverse market of care and support in the community.

More people fulfil their wish to remain living at home for longer, enjoying a good quality of life and wellbeing.

Recommendation: The Committee is requested to approve the proposed Asset-Based Area concept and investment.

Officer contact:

Name: Jo Melvin
Post: Senior Commissioner, Adults Social Care, People & Communities
Email: joanne.melvin@peterborough.gov.uk
Tel: 07507 602904

Member contacts:

Names: Councillors Count & Hickford
Post: Chair/Vice-Chair
Email: Steve.Count@cambridgeshire.gov.uk
Roger.Hickford@cambridgeshire.gov.uk
Tel: 01223 706398

1. Background

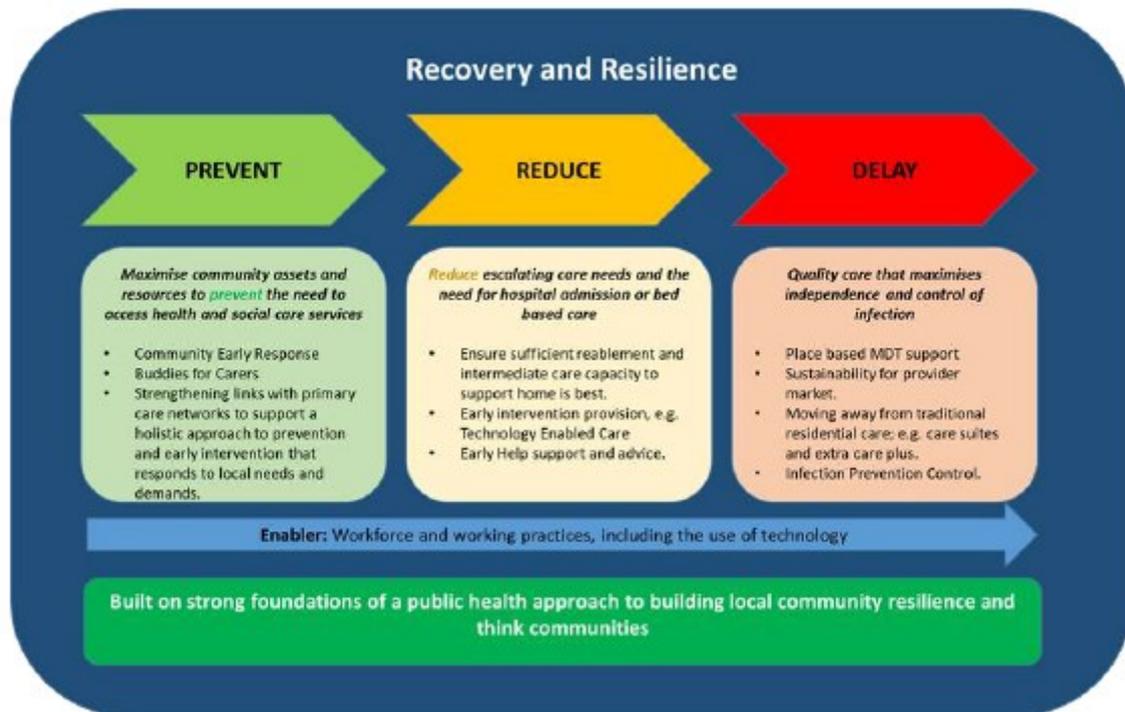
- 1.1 Across the county there is a strong desire to build upon the success of the Community Hubs developed in response to COVID-19 with a focus on mobilising local volunteers, third sector groups and local businesses into a sustainable model for the future; a model that aligns with and enhances statutory services such as health and adult social care and incorporates a strong preventative focus. Such a model makes good use of community assets, improves outcomes for individuals and supports the local authority (LA) in managing demand for adult social care (ASC).
- 1.2 The initial idea was to explore how community assets could be used to support older people to remain living well at home, delaying the need for long term care. Workshops were held with a number of third sector organisations, home care providers, operations, Think Communities staff and commissioners in August and September to explore this. Similarly, conversations were held in East Cambridgeshire to determine how the Community Hubs could be sustained and learning from the Neighbourhood Cares pilot embedded. Including community assets as part of a strategy to manage demand for ASC requires new ways of commissioning and delivering services.
- 1.3 At the same time, political appetite for a place-based approach continues to grow across Cambridgeshire with the emergence of Place-Based Boards and work towards an Integrated Care System. Again, the ability to design services around local needs on both a macro and micro scale has significant implications for how we commission and deliver services going forward.
- 1.4 There is also widespread recognition of the need to move towards outcome-based commissioning and delivery in ASC, away from traditional 'time and task', particularly though not exclusively in home care to improve the outcomes and care experience of individuals.
- 1.5 Collectively, these local drivers challenge us to update and refine how we both commission and deliver ASC and early intervention provision.
- 1.6 The Asset-Based Area (ABA) provides a concept through which locally identified priorities can be progressed and the relationships, processes and practices required across the system can be developed to deliver it.
- 1.7 The ABA proposal has been developed across council -directorates as a demand management approach which will also support delivery of Adult Positive Challenge Programme outcomes. It has been developed by Commissioners, Think Communities and Operations in collaboration with a number of Voluntary Community Sector stakeholders, District and Parish Councils.
- 1.8 An ABA is a vision for future adult social care developed by the Social Care Innovation Network encapsulating key principles of place-based commissioning, asset-based community development (Think Communities approach), outcomes and resilience based commissioning and early intervention/prevention.
- 1.9 The ABA will develop the strategic commissioning practices necessary to implement the learning from the Neighbourhood Cares Pilot (2017-19), namely to commission for

outcomes rather than traditional 'time and task'; to commission collaboratively and inclusively with providers, partners and communities and to commission flexibly around individual places and the assets of the community therein. In doing so it will help to manage future demand for Adult Social Care and so contribute to the delivery of the Adults Positive Challenge Programme.

2. Main Issues

- 2.1 Implementation of an ABA approach to commissioning will require significant system level transformation of existing commissioning and delivery models. The resource requested within the accompanying business case is necessary to set up an early adopter site and pump prime the development and refinement of this new approach.
- 2.2 Implementing an ABA approach to commissioning and delivery will require significant transformations in behaviours, relationships, processes and practices both internally within the council and partner organisations and externally, between organisations. New commissioning and delivery models, underpinned by a shared strategic understanding of need and assets of a given place or community will be needed, co-designed with stakeholders.
- 2.3 To progress the proposed ABA model and early adopter site, additional commissioning resources are required. A business case for £268,671 of Transformation Funding over a 3 year period has been developed. This was endorsed by the Joint Management Team on 3rd December 2020. The model is due to be presented to Adults Committee on 14 January 2021 for endorsement.
- 2.4 The business case describes the ABA concept and outlines a proposal to develop a sustainable model of community-based care and support for adults using an ABA approach to commissioning and delivery as a first phase. The ABA Business Case is appended to this report.
- 2.5 Key benefits are likely to be through demand management and reducing the level of demand budget that needs to be factored into the medium term financial plan, rather than cashable savings through cost reduction. There will also likely be social return on investment. The lack of robust research in Return on Investment (ROI) for ASC specifically means we need to undertake and evaluate the work to evidence its impact (both financial and social). Commercial viability is a key theme to test within the programme, to ensure our future commissioning models manage demand and deliver maximum cost avoidance and ROI.
- 2.6 There are 5 primary drivers behind the project;
 - Increasing demand for ASC and the need to reduce and delay that demand
 - Recognition that investment to meet increasing demand is unlikely; we need to make best use of the resources already available in the system
 - The need and political desire to make better use of community and third sector assets in managing ASC demand
 - The need to develop sustainable commissioning and delivery models to achieve the above
 - Improve outcomes and quality of care

- 2.7 A significant amount of work has been undertaken via the Adults Positive Challenge Programme, driving a cultural shift towards asset-based approaches. However, there is still more we can do. New commissioning and delivery models will be needed to develop a sustainable model for the future; a model that aligns and coordinates resources from across the system around an individual, group of people or within a given place - a model that empowers communities to develop local solutions to meet local needs. Accordingly, this will require a shift in our commissioning approach to one that is:
- More collaborative and inclusive, coproducing solutions and enabling outcome-based approaches with the market and community assets
 - Focused on systems leadership, driving transformation across systems and partners around a strategic vision and shifting away from sporadic, disparate and siloed working
 - Preventative and resilience building in ethos, recognising the importance of community and individual assets in prevention and self-management
 - Evidence based, maximising opportunities for efficiency, value for money and return on investment
 - Able to support new, innovative ways of commissioning, contracting and delivery
- 2.8 Given the scale of transformation the first Phase will be the development of a single early adopter site. This is proposed to be East Cambridgeshire to build upon and ensure continuation of Neighbourhood Cares investment in the area and target a mixture of rural and urban areas. Following successful evaluation, it is proposed to apply the learning from the early adopter site to successive districts across the county.
- 2.9 The focus of the early adopter site will be improving the range of care and support available in the local community to enable more adults to remain living happily at home. The target group will be adults on the edge of care or in receipt of LA (Local Authority) funded home care due to the specific challenges the LA face in managing demand. Although the benefits will be applicable to all in the community including those who pay for their own care and support. A shortage of LA funded home care capacity is evident in the local market, reducing choice and flexibility and increasing waiting times for home care. This impacts the wider system, slowing hospital discharges and encouraging unnecessary flow into more expensive bed-based care. There is a pressing need to release capacity within the existing home care market and develop new and diverse capacity to support more adults to remain living at home for longer.
- 2.10 Research undertaken for Nottinghamshire County Council by the Oxford Brookes Institute of Public Care identified key factors and sequences in the community which trigger an older person's need for long term care and support from the LA. Incorporating this research into our community care provision could help manage future demand for long term care.
- 2.11 Targeting adults on the edge of care fits with the Recovery and Resilience Framework to prevent, reduce and delay demand for ASC illustrated overleaf.



- 2.12 The project will be overseen by a strategic steering group, comprising of senior decision makers from the local authority, district councils and key delivery partners. The steering group will be responsible for ensuring delivery of the project, providing strategic direction and challenge to the delivery groups below. The steering group will remain cognisant of individual partner agencies' governance and decision-making structures. It is envisaged during the lifetime of the programme, the function of the steering group may be taken on by Place-Based Boards or other suitable partnership.
- 2.13 An area-based delivery group will be created to setup and implement the early adopter site. They will comprise of key stakeholders such as providers, partner agencies and volunteer and community groups. The delivery groups will be facilitated by the Locality Coordinator, a Place-Based Commissioning Officer and Transformation Support. It is proposed to embed the Commissioner within local libraries to forge strong links with the local community. Each delivery group will be responsible for co-producing the detailed scope with local stakeholders under the umbrella of the overarching programme aims. This is to ensure the right balance of autonomy and innovation with adherence to the ABA programme. A programme/project lead will be required for this, along with responsibility for driving the delivery of the early adopter site and evaluation methodology.
- 2.14 Consideration will also be given to establishing a stakeholder forum(s) to ensure all VCS and stakeholders have sufficient opportunity to influence and co-design the ABA.

3. Alignment with corporate priorities

3.1 A good quality of life for everyone

The ABA will deliver several key benefits for adults:

- Joined up, holistic packages of care and support which meet individuals' needs and wishes not just for personal care but also their social and emotional needs too.

- Enables more people to fulfil their wish to remain living well at home for longer (fewer falls, slow progression of dementia etc).
- Ensures vulnerable older people remain connected to their communities rather than living in isolation.
- Co-design services with those who use them.
- Offer greater choice and flexibility and reduce waiting times for provision.
- A diverse range of care and support available in the community that is easier to navigate to find the support a person needs.
- Enables more people to return home after hospital.

3.2 Thriving places for people to live

The ABA will contribute to increases in the range and accessibility of community assets and stimulate development of mutual aid and microenterprises in the early adopter area.

3.3 The best start for Cambridgeshire's children

There are no significant implications for this priority.

3.4 Net zero carbon emissions for Cambridgeshire by 2050

There are no significant implications for this priority.

4. Significant Implications

4.1 Resource Implications

The following bullet points set out details of significant implications identified by officers:

- Given the scale and complexity of change required and the significant number of internal and external delivery partners, as additional resource of £268,671 will be required over three years as set out below.

Summary of Expected Project Costs	Resource Required	21/22	22/23	23/24	Total
Project Set Up Costs	1 x FTE Commissioner - P3 (top) + on-costs	£ 64,276.12	£ 66,204.40	£ 68,190.54	£ 198,671.06
Project Evaluation Costs	Independent Evaluation	£ 23,333.33	£ 23,333.33	£ 23,333.33	£ 70,000.00
Procurement Costs	Potential costs arising from contract enhancements/ incentives or procurements (yet to be identified)	£ -	£ -	£ -	£ -
Equipment/Property	None identified	£ -	£ -	£ -	£ -
	Total	£ 87,609.45	£ 89,537.74	£ 91,523.87	£ 268,671.06

- The resource identified is necessary to set up an early adopter site and pump prime the development and refinement of this new approach to commissioning and delivery. Without it, commissioning and delivery models will remain as is. Opportunities to harness community and partner assets in a sustainable way will be missed and services will continue to operate in silos with gaps and duplications persisting. Efficiency and return on investment of LA commissioned spend will be limited and opportunities for upstream prevention will not be progressed.
- Through the creation and development of an early adopter site, the programme will seek to generate sustainable, affordable commissioning and delivery models supported by clear evidence of demand management and return on investment.

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

There are no significant implications identified within this category

4.3 Statutory, Legal and Risk Implications

There are no significant implications identified within this category

4.4 Equality and Diversity Implications

There are no significant implications identified within this category.

4.5 Engagement and Communications Implications

Coproduction is a key principle within the ABA. Engagement with service users, communities and partners will be a key part of the set up and implementation of the ABA. Representatives from the voluntary and community sector (VCS) have been involved over several months in shaping the ABA proposal. This has included representatives from Faith groups, voluntary and community groups and charitable organisations that the Local Authority works alongside or commissions directly.

There is strong support for the ABA proposal across the VCS and amongst key politicians and executive officers in East Cambridgeshire. To not progress may risk undermining relationships and goodwill with key partners.

4.6 Localism and Local Member Involvement

The ABA proposal has a significant localism focus and so engagement and support of District and Parish Councils and Members will be key to the success of the programme.

4.7 Public Health Implications

The ABA will contribute towards Public Health objectives and vice versa. Public Health will be engaged as key stakeholders throughout the ABA set up and implementation.

Have the resource implications been cleared by Finance? Yes

Name of Financial Officer: Stephen Howarth

Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement? Yes

Name of Officer: Gus da Silva

Has the impact on statutory, legal and risk implications been cleared by the Council's Monitoring Officer or LGSS Law? Yes

Name of Legal Officer: Fiona McMillan

Have the equality and diversity implications been cleared by your Service Contact? Yes

Name of Officer: Will Patten

Have any engagement and communication implications been cleared by Communications?
Yes

Name of Officer: Eleanor Bell

Have any localism and Local Member involvement issues been cleared by your Service
Contact? Yes

Name of Officer: Will Patten

Have any Public Health implications been cleared by Public Health Yes

Name of Officer: Emily Smith

5. Source documents

5.1 None.