

ADULTS POSITIVE CHALLENGE PROGRAMME

To: General Purposes Committee

Meeting Date: 20th September 2018

From: Charlotte Black Service Director: Adults and Safeguarding

Electoral division(s): All

Forward Plan ref: 2018/008 **Key decision:** Yes

Purpose: This report sets out the Outline Business Case for investment to enable Cambridgeshire County Council to deliver the Adults Positive Challenge Programme.

Recommendation: The Committee is asked to:

- a. Comment on and endorse the new mission for adult social care as described in 1.2.
- b. Comment on and endorse the work to date on the Adults Positive Challenge Programme and the opportunities identified.
- c. Approve the investment of £3m revenue from the Transformation Fund for the period up to April 2021 to enable the approach set out in the Outline Business Case (OBC).
- d. Agree that tranches of finance to support each element of the Outline Business Case will only be drawn down following agreement with the Section 151 Officer in consultation with the Chairs of the Adults and General Purposes Committees.

<i>Officer contact:</i>		<i>Member contacts:</i>	
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1. BACKGROUND

- 1.1 Nationally, Adult Social Care is facing unprecedented financial pressures resulting from reducing budgets, increasing costs of care, and greater complexity of needs due to an expanding ageing population. The Adults Positive Challenge (APC) Programme is about designing a new approach and service model for Adult Social Care in Cambridgeshire and Peterborough which will continue to improve outcomes for individuals and communities whilst also being economically sustainable in the face of the huge pressure on the sector.
- 1.2 The fundamental principle of the strategic change is a model which is based on *putting choice and independence directly into the hands of individuals and communities*. The new model will be driven by a neighbourhood, 'place based' approach, and success will mean that citizens have greater independence and better outcomes with reduced state intervention by:
- addressing citizens' needs early to prevent them from escalating - working in partnership with communities and health partners, to share information, act as one care workforce & be proactive;
 - empowering individuals to do more for themselves - providing them with the resources, tools and local support network to make it a reality; and
 - building self-sufficient and resilient communities - devolving more preventative care & support resources at a neighbourhood level and enabling individuals to spend their long term care budget within their community.
- 1.3 Through investment of £500K from the Transformation Fund, a consortium of Capgemini and iMPOWER was appointed to support an initial discovery phase of the programme which has provided a baseline analysis, development of a new vision and identification of core opportunities for the new model. iMPOWER have also carried out a similar discovery phase in Peterborough City Council. At the end of phase one, this work produced:
- a rigorous review of the current operating model with an analysis of impact against cost to serve;
 - a baseline assessment of all Adult Social Care services;
 - identification of a new vision, approach and outline model for Adult Social Care;
 - an outline business case (OBC) which identifies areas of opportunity with the potential to deliver significant cost avoidance over five years whilst positively impacting outcomes for citizens of Cambridgeshire and Peterborough (Summary OBC - Appendix One); and
 - proposals for a 'fast forward' phase across Cambridgeshire and Peterborough.
- 1.4 The initial discovery phase has evidenced that the Cambridgeshire system is already broadly efficient and effective. The quality of outcomes for service users in Cambridgeshire was found to be in line with national averages despite a lower than average level of expenditure; in comparison to statistical neighbours Cambridgeshire has the lowest adult social care budget per person (see Table 1). Effective commissioning and robust contract monitoring arrangements have helped to ensure that the cost of care to Cambridgeshire County Council (CCC) has continued to be competitive. Through delivery of the APC Programme, it is anticipated that there will be further scope to improve the cost effectiveness of care E.g. by increasing the accessibility and use of TEC to improve outcomes and prevent, reduce and delay the use of formal care provision where this is not needed.

- 1.5 Analysis has also found that the Transforming Lives programme and other transformation work to increase the use of Assistive Technology and develop Adult Early Help has made progress in encouraging a proactive, preventative and personalised approach to care, and highlighted in particular that a larger proportion of service users in Cambridgeshire are supported to live independently at home rather than in residential or 24 hour care settings. The evaluation of the Neighbourhood Cares pilots in April will provide further insight into how this can be delivered at a neighbourhood level.

Table 1: Total budget per person (including corporate overheads) vs statistical neighbours.

Local Authority	Adult Social Care
Surrey	439.69
South Gloucestershire	435.89
Bath and North East Somerset	401.12
Essex	400.45
Suffolk	394.11
Dorset	389.55
Hertfordshire	388.67
Wiltshire	381.14
Oxfordshire	380.2
West Berkshire	374.38
Hampshire	366.16
Central Bedfordshire	363.58
North Yorkshire	355.73
Peterborough	347.91
Buckinghamshire	341.25
West Sussex	338.06
Somerset	335.67
Warwickshire	325.6
Gloucestershire	312.36
Cambridgeshire 2017/18	302.47
Worcestershire	299.66
Leicestershire	295.9
Cambridgeshire 2018/19	286.43

- 1.6 The baseline assessment also highlighted that more work is needed to embed the focus on independence and that several key challenges are driving the need for a new approach – specifically:
- a substantial supply capacity challenge in the current care workforce;
 - continuing increases in demand from a growing and aging population;
 - a combination of demand growth and inflationary pressure leading to a substantial budget deficit in the coming years; and
 - limited digital tools and use of data by the Council, causing productivity losses in staff time and impacting on the frequency and quality of case reviews.
- 1.7 Phase One of the APC programme also explored the nationally recognised view that any future model for Adult Social Care will have to be closely integrated with the Health system and that a cohesive strategy based on functional integration, if not fully integrated service delivery, will be fundamental to managing future demands. This work is being taken forward through the Public Service Reform Commission of the Combined Authority (CA). However, the need to strike a balance between the strategic system wide issues and the

financial imperative to deliver transformation at pace in CCC, means that it is necessary to develop a programme of operational work streams that will be delivered over the next few years. The APC programme will continue to closely align with the work of the CA commission, with involvement from key officers and Members in both programmes.

- 1.8 Whilst CCC and Peterborough City Council carried out the discovery phase of work as two distinct programmes, future phases will be planned and implemented as one programme across both councils. As agreed through the Joint Working Agreement and Section 113 of the Shared and Integrated Services Programme, investment and benefits will be appropriately shared using the agreed Financial Protocol.
- 1.9 The Executive Summary of the OBC (Appendix 1) identified that a one-off investment of up to £4.8m would likely be required to deliver the full programme of change which would yield, in their terminology, a cumulative cash-flow reduction of £40.5m by the end of the fifth year. This is a methodology for measuring the impact of work used by some organisations and assumes that, for a five year period, a saving in the first year applies to all five years, a saving in the second year applies to the remaining four years and so on, offset by the one-off investment.
- 1.10 This is different to how savings are typically presented in CCC. Putting this into familiar terminology for CCC, it equates to a total permanent saving of £16.9m over a five year period, profiled in this way:

Table 2

£000	Year 1	Year 2	Year 3	Year 4	Year 5	Total for five years
Net Permanent Saving	-883	-3,819	-4,453	-4,477	-3,334	-16,965

- 1.11 By way of reconciliation to the OBC cumulative cash-flow figure of £40.5m over the five years, the cumulative impact of table 2 above would be:

Table 3

£000	Year 1 (x5)	Year 2 (x4)	Year 3 (x3)	Year 4 (x2)	Year 5 (x1)	Total for five years
Net Permanent Saving (from Table 2)	-883	-3,819	-4,453	-4,477	-3,334	
Cumulative Cash-Flow of permanent saving for the five years	-4,414	-15,274	-13,359	-8,954	-3,334	-45,334
Investment Required						4,800
Net Cumulative Cash-Flow						-40,534

- 1.12 A significant amount of work has taken place since receipt of the OBC to scope the feasibility of the full range of opportunities available in more detail and assess which are most likely to yield the economic benefits available as quickly as possible. Some of the opportunities identified within the OBC are already significant programmes of activity planned in the County Council, including development of digital engagement and digital marketplace initiatives. The focus of this transformation bid (Appendix Two) is on the investment required to deliver the next phase of activity over the next 2 years, and any further request for investment will be submitted to GPC at an appropriate point in the future.

The OBC will continue to be used as a reference and advisory document as the programme evolves to ensure all opportunities are explored to their fullest potential.

2. APC PHASE TWO

- 2.1 The principle underpinning the Adults Positive Challenge programme and the Council's Transformation programme is that we will put citizens at the heart of everything that we do. Building on this principle, the emerging learning from the Neighbourhood Cares pilot and in response to the immediate opportunities from the discovery phase, the Council's service and corporate teams have worked with iMPower to deliver a 'Fast Forward' phase. This phase focused on immediate demand management actions and development of Phase Two of the APC Programme - a two year programme focused on managing demand and avoiding cost resulting from increasing demographic challenges for our adult social care services by intervening earlier, drawing on assets at a neighbourhood level and supporting people to maximise their independence.
- 2.2 Eight delivery work streams have been identified, targeting interventions throughout the customer journey:
1. 'Changing the conversation' we have with people in order to maximise independence at every interaction.
 2. Improving support to informal carers so they receive the right support at the right time and preventing informal carer breakdown.
 3. Expanding and embedding Technology Enabled Care (TEC) so people are more able to look after themselves.
 4. Targeting reablement towards people who would benefit from relearning daily living skills.
 5. Outcome based commissioning and new models of care (care suites & stimulating micro-enterprises).
 6. Developing an enablement approach in Learning Disability by working with people in a strength based way as young adults.
 7. Redesigning and developing the way in which a reablement approach is used with people with mental health needs as an alternative to high cost support packages being put in place
 8. Development of a neighbourhood based approach.
- 2.3 The analysis that has been completed to support the OBC and development of the eight work streams in Phase Two is based on methodologies that have been tested and implemented in other local authorities. This methodology has then been applied to Cambridgeshire County Council data.
- 2.4 The work on the OBC indicates that taking our proposed approach could result in savings to the Council through demand management and cost avoidance strategies of approximately £17m over the next 5 years. The APC Programme is focused on taking forward the service demand management opportunities identified through the OBC and subsequent work, and aims to deliver at least £3.8m of benefit in 2019/20 and an additional benefit of £2m in 2020/21.
- 2.5 Work is ongoing to carry out rigorous appraisal of these indicative savings with teams across the Council to determine which areas of service and which budgets will be impacted

by the APC programme. This work will feed into the development of detailed Business Cases and implementation plans for each work stream, clearly defining where, when and how benefits will be realised.

- 2.6 A trajectory management approach is being deployed to govern the next phase of the programme. This approach is based on tracking cost and demand flows throughout the adult social care customer journey, and the subsequent impact on paid for services. This will enable the programme to define the required cost/demand position to deliver its financial targets, monitor programme impact on a monthly basis and enable a better understanding of the impact of changes beyond the control of the Local Authority that could impact on delivery of the programme outcomes or financial savings (e.g. legislative changes, changes to funding, unanticipated demographic change etc). This is an approach that has been successfully deployed by a number of local authorities supporting successful, and insight led, delivery of complex change programmes.

3. ENABLERS AND INVESTMENT

- 3.1 Delivery of the ambitions and opportunities outlined in the APC programme will be reliant on a range of enablers, and the programme will require significant investment in order to draw on additional capacity, resources and expertise to support the successful implementation and embed the new approaches and models. The transition to a new approach and model in the context of continuing to deliver business as usual will be complex, and it is anticipated that external consultancy expertise along with increased internal capacity and additional technological solutions will be fundamental enablers of success. Work is already well underway on scoping the next phase of developments to our web and digital services. This will significantly improve access to services for our customers, partners and providers.
- 3.2 Fundamental to this is our new case management and finance system, Mosaic, which will Go-Live on 1 October. Plans are underway to align the use of Mosaic across Cambridgeshire and Peterborough and to ensure we take full advantage of this improved business system in the coming years by linking our online offer directly to this core business system.
- 3.3 The Outline Business Case demonstrates clearly that this transformation will be a key priority and focus for teams across the whole Council. In March 2018, the Adults Committee endorsed the proposals for the scope of the programme specifically that it is a whole-Council initiative, led by the Adults Committee but supported by all directorates and committees. Senior Responsible Officers from across different directorates have been appointed to lead different parts of the programme to ensure distributed leadership, and resource to deliver change will come from all parts of the organisation as well as external sources. This is not a change that can be delivered by the Adult Social Care alone.
- 3.4 This is a complex programme of work, however there is sufficient confidence in the analysis that has been done to support the Outline Business Case to ask General Purposes Committee to commit to an investment of £3m over the next two years. It is expected the impact of investment over the next 2 years will ensure benefit over subsequent years. Given the complexity, it is recommended that the investment is drawn down in tranches that will be triggered by more detailed work and full business cases to be signed off by the Section 151 Officer in consultation with the Chairs of Adults and GPC committees.

- 3.5 The Adults and General Purposes Committees will receive reports on a regular basis keeping Members informed of progress both in implementing the APC programme and delivering the associated savings as well as highlighting any issues that the programme delivery team may be facing.
- 3.6 Each programme workstream is being delivered through a cross council group of staff from Cambridgeshire County Council and Peterborough City Council.

4. ALIGNMENT WITH CORPORATE PRIORITIES

4.1 Developing the local economy for the benefit of all

There are no significant implications for this priority.

4.2 Helping people live healthy and independent lives

The entirety of the Adults Positive Challenge Programme supports the need to shift social care practice away from long-term support towards more preventative support and advice, which will support people to live healthier and more independent lives.

4.3 Supporting and protecting vulnerable people

Safeguarding vulnerable adults is central to the purpose of Adult Services. As the service's focus encompasses more preventative activities and less long-term care support, ensuring that risk is managed effectively and arrangements are in place to support appropriate safeguarding of vulnerable adults will continue to be essential.

5. SIGNIFICANT IMPLICATIONS

5.1 Resource Implications

Resource implications will be described in individual business cases for the programme.

5.2 Procurement/Contractual/Council Contract Procedure Rules Implications

There are no significant implications in this category.

5.3 Statutory, Legal and Risk Implications

As outlined in section 2, we do not anticipate any change to statutory or legal duties as a result of this programme nor do we anticipate any greater level of risk. The new model is expected to be both safer and higher quality, in particular because local teams

5.4 Equality and Diversity Implications

There are no significant implications in this category.

5.5 Engagement and Communications Implications

The APC programme will entail a significant programme of engagement and communication as it develops.

5.6 Localism and Local Member Involvement

The proposed new model focuses on a placed based or neighbourhood model and localism, community engagement and Local Member involvement will be fundamental to the transformation.

5.7 Public Health Implications

There are no significant implications in this category.

Implications	Officer Clearance
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?	N/A
Has the impact on statutory, legal and risk implications been cleared by LGSS Law?	N/A
Have the equality and diversity implications been cleared by your Service Contact?	N/A
Have any engagement and communication implications been cleared by Communications?	Yes Name of Officer: Matthew Hall
Have any localism and Local Member involvement issues been cleared by your Service Contact?	Yes Name of Officer: Charlotte Black
Have any Public Health implications been cleared by Public Health	N/A

Source Documents	Location
Committee Report January 2018	<u>Adults Committee Report Jan 2018</u> <u>Adults Committee Report May 2018</u>
Committee Report May 2018	<u>Adult Services Budget Pressures</u>
Adult Services Budget Pressures 2018	<u>Shire Hall Room 106</u>
Outline Business Case – Executive Summary	<u>Appendix One</u>
Executive Summary Outline Business Case Investment Bid	<u>Appendix Two</u>