

# Decision Pathway – Report



**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 06 June 2023

<b>TITLE</b>	<b>Adult Social Care Transformation Programme</b>		
<b>Ward(s)</b>	All wards		
<b>Author:</b> Hugh Evans	<b>Job title:</b> Executive Director Adults and Communities / Chief Executive		
<b>Cabinet lead:</b> Cllr Craig Cheney, Deputy Mayor- City Economy, Finance and Performance	<b>Executive Director lead:</b> Hugh Evans		
<b>Proposal origin:</b> BCC Staff			
<b>Decision maker:</b> Cabinet Member <b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b>			
<p>1. The report seeks approval to spend of up to £21.4m, to support the delivery of the four major transformation programmes. Within the £21.4m value, £7.4m has been previously agreed and specifically earmarked to the relevant programme or service areas in the 23/24 budget and up to £14.0m will be designated from within corporate held resources for 2023/24 and beyond. The delivery cost associated to the Adult Social Care Transformation programme amounts to £2.4m of which £1.142m is specifically earmarked and £1.258m is new and requested from the corporately held resource.</p> <p>2. The report also updates Cabinet on the progress of the Adult Social Care Transformation Programme, provides an overview of the programme approach and objectives for 2023/24 and delegates authorisation for further decision making to procure and implement contracts to support the programme within the agreed scope, allocated budget and within approved schemes of delegation.</p>			
<b>Evidence Base:</b>			
<b>1. Transformation Management Office</b>			
<p>1.1 A transformation consulting partner will be procured to provide assurance and support delivery across the portfolio of four transformation programmes: Property Programme, Temporary Accommodation and Homelessness Programme, Children’s &amp; Education Transformation Programme and Adult Social Care Transformation Programme. The Transformation Management Office will oversee the entire programme delivery to build confidence in benefit realisation, provide resilience and support interdependence across the programmes.</p>			
<b>2. Programme objectives and outcomes</b>			
<p>2.1. Bristol City Council’s (the council) Adult Social Care (ASC) Transformation Programme has the primary goal of ensuring that people get the right help at the right time to promote and maintain their independence and to reduce or delay the need for long term support.</p> <p>2.2. Like many local authorities in England, the council faces financial challenges in responding to post pandemic</p>			

need, inflation and the cost of living crisis. The council must deliver the planned savings and contain spend in line with the budget as approved by Full Council February 2023. As the cost of ASC comprises c.46% of the council's General Fund spend, its imperative that Adult Social Care develops a sustainable model of care that builds upon community assets and improves outcomes, within a sustainable budget.

- 2.3. The council spent 11.5% more than the average local authority on adult social care in 2021/22 (source: Use of Resources report compiled by Partners in Care & Health (PCH)).
- 2.4. At present c.5,400 people receive long term ASC support from the council. In 22/23 the outturn budget position was £177.9m and the approved budget for 2023-24 is £169.8m. Around half of ASC service users are people of working age (under 65), and over one fifth have learning disability as their primary reason for support. Over the last five years, the total number of people receiving long term care and support services has remained stable, however the proportion of people of working age (under 65) receiving longer term support has increased.
- 2.5. There remains significant budget pressure in the financial context of 2023/24. The most notable part of this is a projected overspend on core ASC purchasing budgets: primarily committed to services from external providers of care and support for Bristol's most vulnerable citizens. The unit costs for these services have increased significantly in the last twelve months due to inflationary and other pressures around the cost of living. Due to this, alongside the ambition to improve outcomes by improving services, costs will need to be contained within the funds available.
- 2.6. The ASC Transformation Programme has been underway for two years. Some improvements to systems and activity have been made in this time, but the imperative to make the approved cashable cost efficiencies means that effort must be increased to deliver at greater scale and with increased pace. Due to this, the programme is being reset, and significant additional resourcing is proposed to enable this work to progress.

### **3. Programme Scope and approach**

- 3.1. The ASC Transformation Programme brings together all change activity within the ASC division, and building upon the progress and learning so far, will ensure strategic alignment and a single view of the benefits, risks and issues.
- 3.2. The programme will review, develop and transform the way we work to maximise the use of resources to achieve outcomes for those who draw upon ASC services. Workstreams have been designed to coordinate the activities necessary across ASC and with partners to jointly implement the Transformation Programme objectives.
- 3.3. Given the significant scale of the financial and improvement challenge, the council will procure a delivery partner to provide additional delivery capacity, increase confidence in the delivery of plans in progress and identify, evidence, and then deliver additional opportunities to achieve the planned in-year savings. In summary this partner will evaluate the range of ongoing transformational work and provide capacity and capability to drive forward transformation in the following areas.

#### **3.3.1. Managing demand**

- Better systems of assessment and care management decision-making practice to ensure optimal outcomes for new and reviewed cases.
- Scrutinizing long-term committed spend, with a programme of best value reviews to ensure optimal delivery against need.
- Where appropriate reducing the number of people in institutional care in favour of community based alternatives.
- Affirming the council's duties under the Care Act (2014) through a clear Fair and Affordable Care Policy. The policy draws on the statutory guidance within the Care Act (2014) which states that a Local Authority may take into reasonable consideration its own finances and budgetary position and ensure

funding available is sufficient to meet the needs of the entire local population. This means making sure that the services that are arranged represent best value.

- Earlier intervention and more effective working with children’s services, the NHS and the wider system.

### 3.3.2. **Managing supply**

- Establishing a single commissioning framework to make contracting with third party organisations for the delivery of care and support simpler, more flexible, more innovative, and drive better value. This proposal will return to Cabinet for approval in September.
- Developing a new model of care to develop the capacity and quality of care and support that is co-produced, locally-delivered, innovative, sustainably cost-effective, integrated across the health and care system, and targeted to meet the requirements of those that have highest-level needs.

### 3.3.3. **Workforce**

- Organising available staff and resources to address the social care workforce crisis, concentrating on recruitment and retention.
- Reviewing operating model and organisational culture to support staff to optimise working practice and deliver more effective responses, first time, for those who draw on adult social care services.

### 3.3.4. **Continue the review and redesign of directly provided in-house services**

- Business cases and / or options appraisals for remaining in-house services to be completed.
- Proposals for changes to individual in-house services will be subject to full public consultation and return to Cabinet later in the year.

### 3.3.5. **Review fees and charges to ensure total cost recovery, comparable rates and minimise debt by reviewing systems and processes.**

2.3 The council continues to play a lead role in the ongoing work to integrate NHS and social care systems. People are living longer with multiple, complex, long-term conditions, and often require long term support from many different services and professionals. This can result in fragmented care from services which are not effectively co-ordinated and create duplication and inefficiency. To better meet the needs of the population the different parts of the NHS and social care must work in a much more joined up way. The ASC Transformation programme will continue to explore opportunities for joint planning, delivery, and commissioning of services with the NHS.

2.4 The Care Quality Commission has consolidated its assessment frameworks for health and care systems, and as a product of this, a new assurance framework has been introduced for Adult Social Care functions within local authorities. The power to inspect local authorities and Integrated Care Systems under this single assessment framework became live in April 2023. The council must prepare for a potential inspection at any time from September 2023.

2.5 Bristol’s journey of transformation in ASC must be delivered within the approved budget, developing a sustainable model of care that also builds upon community assets and improves outcomes. The intention is to procure and work with a third party delivery partner to build capability and inject pace and capacity to accelerate the work.

## 3 **Programme timeline and critical milestones**

3.1 The following is an indicative timeline of key milestones which will be refined over 2023/24 and governed by the ASC Transformation Programme Board

Milestone	Quarter
Cabinet decision to close East Bristol Intermediate Care Centre (EBICC)	Q1 - Complete

Award Delivery Partner contract	Q1
Delivery Partner commence work	Q1
Cabinet approval for Single Commissioning Framework	Q2
Financial Benefit release from EBICC commences	Q2
Cabinet decision to redesign Concord Lodge	Q2
Financial Benefit release from Concord Lodge	Q3
Redesign Bristol Community Links	Q3
All cases in ASC reviewed within last 12 months	Q4

3.2 The ASC Transformation Programme has a programme board chaired by the Executive Director, and members include the Cabinet Lead for Adult Social Care and the Integrated Care System, the S151 officer, and key stakeholders. The board will closely monitor the work of the programme, and seek assurance that milestones are being met, the benefits of delivery are being realised, and that improved outcomes and cashable savings are being delivered. This board will be developed in the context of the new Transformation Management Office which will report to the Council's Corporate Leadership Board.

#### 4 Programme Financials

##### 4.1 Planned savings and efficiencies

4.1.1 The Budget approved by Council set out a significant savings target for ASC to be delivered in 2023/24. This is cumulated to a value of £10.863m with a further £4m savings required to be delivered on a recurrent basis by 2026/27.

4.1.2 The savings target comprises ASC savings, corporate cross cutting savings, transitional costs required for transformation, and savings carried forward from 2022/23 still to be delivered. The programme is tracking and monitoring the delivery of financial and non-financial benefits, reporting on a regular basis to its board.

4.1.3 Savings are summarised as follows.

Description	23/24	24/25	25/26	26/27	27/28	TOTAL
	£000	£000	£000	£000	£000	£000
2023/24 Budget Savings	-6,445	-2,995	-550	-468	0	-10,458
Cross cutting savings	-517	0	0	0	0	-517
Savings cfwd 22/23 still to be delivered	-2,413	0	0	0	0	-2,328
Transitional costs e.g., redundancy	-1,488	0	0	0	0	-1,488
<b>TOTAL</b>	<b>-10,863</b>	<b>-2,995</b>	<b>-550</b>	<b>-468</b>	<b>0</b>	<b>-14,791</b>

4.1.4 In addition to the savings targets set out above ASC has underlying cost pressures flowing from 2022/23 which have been carried forward into 2023/24.

##### 4.2 Cost of programme delivery

4.2.1 To deliver programme benefits, investment is needed to deliver the projects and activity which will drive the transformation to ensure that business as usual can be maintained and enhanced. The overall investment required for 2023/24 is £2.4m.

4.2.2 An outline of the resources required is outlined below and due to ongoing procurements and commercial sensitivity the actual breakdown of costs within the £2.4m identified will be provided in the subsequent ASC transformation update reports to be provided:

- Programme Manager
- Business Analysts
- Programme Accountant
- Project Managers
- Project Support
- HR support
- Data and Insight Analyst
- Data Engineer
- Communication and engagement support
- Delivery Partner

#### **Cabinet Member / Officer Recommendations:**

**That Cabinet provide the following collective approval across the four transformation programmes: Property Programme, Temporary Accommodation and Homelessness Programme, Children's & Education Transformation Programme and Adult Social Care Transformation Programme to:**

1. Approve spend of up to £21.4m (for the four corporate transformation programmes), of which £14.0m will be designated from within corporate held resources as outlined in the finance commentary.
2. Authorise the Chief Executive in consultation with the Director of Finance and Deputy Mayor for Finance, Governance and Performance to take all steps required to procure and award a contract for a transformation consulting partner (which may be above the key decision threshold and subject to an urgent decision with a retrospective report to Cabinet) to provide oversight and assurance and support delivery across the portfolio of four transformation programmes.

#### **Cabinet recommendations specific to the Adult Social Care Transformation Programme**

That Cabinet:

3. Notes the progress on preparations for assessment against the Care Quality Commission Assurance Framework as outlined in this report.
4. Approves commencement of public consultation on the draft Fair and Affordable Care Policy (Appendix A) which will return to Cabinet for decision in September.
5. Approves spend of up to £2.4m to support the delivery of the Adult Social care transformation programmes, of which £1.258m, will be the initial draw down from the £14.0m and £1.142m is contained within earmarked service resource.
6. Authorises the Executive Director Adults and Communities in consultation with the Cabinet Member for Adult Social Care and Integrated Care Systems to procure and award contract(s) (which may be above the key decision threshold and subject to an urgent decision with a retrospective report to Cabinet) for the implementation of a Delivery Partner to co-deliver programme objectives.

#### **Corporate Strategy alignment:**

1. Good Governance (ED05): The Programme aims to ensure Bristol City Council Adult Social Care is financially competent and resilient, offering good value for money by taking safe but proportionate approaches to risk, performance, project, and contract management.
2. Health, Care and Wellbeing (HCW1): The Programme aims to ensure that provision of care and support contributes to Bristol City Council's priority to support people to be as resilient and independent as possible, developing their assets to live fulfilling lives.

**City Benefits:**

1. The premise of the programme is to deliver Adult Social Care within budget as part of a financially stable corporate position, whilst developing a sustainable model of care that builds upon community assets and improves outcomes.
2. The provision of good quality, inclusive care and support services that meet people’s identified needs, will contribute to equality of opportunity in supporting older and disabled people to live independently.
3. The ‘model of care delivery’ for Bristol will be revitalised, to
  - Develop local service and housing capacity to enable people to receive the care and support they need in their own homes/communities.
  - Maximise the benefit of generalist, community-level services to allow people to live meaningful lives in their localities and avoid institutional services.
  - Build upon the rich and diverse assets of the city and help develop individual and community resilience.

**Consultation Details:**

1. The Fair and Affordable Care Policy is due to go out to public consultation and will return to cabinet for decision later this year.

**Background Documents:**

1. 23/24 Budget Report to Full Council [A. Budget Report.pdf \(bristol.gov.uk\)](#)

<b>Revenue Cost</b>	<b>£ 2.4m cost of programme delivery</b>	<b>Source of Revenue Funding</b>	Funded to £1.142m through a combination of specific grants, reserves.  £1.258m redirected corporately held resource
<b>Capital Cost</b>		<b>Source of Capital Funding</b>	
<b>One off cost</b> <input checked="" type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input checked="" type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

**Required information to be completed by Financial/Legal/ICT/ HR partners:****1. Finance Advice:**

This report seeks the approval of spend up to £14m, in addition to specifically funded elements of the programmes amounting to £7.4m, to support the delivery of the major transformation programmes: Property Programme, Temporary Accommodation and Homelessness Programme, Children’s & Education Transformation Programme and Adult Social Care Transformation Programme. This is with the overall aim, to contain service need within a sustainable envelope, whilst achieving the savings targets required.

This paper specifically addresses the Adult Social Care Transformation Programme, which has a recurrent savings delivery target of c.£10.9m for 2023/24, rising to c.£14.8m by 2026/27.

The programme outlines costs to deliver of £2.4m based on current assessment, however as the work develops this could be subject to change within the bounds of the overall funding.

There is £1.142m confirmed specific funding identified against this programme, which is funded through a combination of specific grants, reserves and capital allocations, which leaves a residual of £1.258m to be funded through corporate initiatives.

Where business cases require development, these will be progressed in line with the delegations outlined in this report, with the expectation that they are managed within the envelop of funding identified for the overall transformation programme.

Overall, the first phase of the work on the top-4 programmes are expected to cost a total of £18.3m, which includes transformation management office to oversee the entire programme delivery, with £7.4m of funding specifically aligned earmarked funding streams to those programmes. The remaining £11m and further works from latter phases for 2023/24 and beyond is to be managed through a combination of funds totalling £14m as follows:

Funding Source	£m
General Fund Reserves	1.0
Release of accelerated payment of pensions	1.0
Release of service budgets as a result of increased external income	2.0
Flexible use of Capital Receipts*	10.0
<b>Total</b>	<b>14.0</b>

\* Flexible use of capital receipts remains subject to availability and requires disposals to meet the overall target of £36m to fund both the capital programme and the transformation £10m in the table above.

Delivery of the savings targets attached to this programme are critical to enable delivery against the budget as set by Council in February 2023, rigorous monitoring of benefit realisation, cashable savings, costs to deliver and achievement of capital receipts will therefore be required.

**Finance Business Partner: Sarah Chodkiewicz / Denise Hunt 24<sup>th</sup> May 2023**

## 2. Legal Advice:

The procurement process must be conducted in line with the 2015 Procurement Regulations and the Council's own procurement rules. Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements.

The Council must comply with the requirements of the Care Act (2014) in relation to assessment of needs and provision of care. The manner in which assessed needs are met can take into account the budgetary limitations which a local authority faces.

Where consultation takes place, the responses must be conscientiously taken into account in finalising the decision.

The leading cases on consultation provide that: -

- Consultation should occur when proposals are at a formative stage;
- Consultations should give sufficient reasons for any proposal to permit intelligent consideration;
- Consultations should allow adequate time for consideration and response;

There must be clear evidence that the decision maker has considered the consultation responses, or a summary of them, before taking its decision.

**Legal Team Leader: Kate Meller and Husinara Jones Team Managers, 25 May 2023**

## 3. Implications on IT:

Whilst there appears no direct impact on IT with this report, we are ready to support where required integration with the strategic partner when identified in accordance with our existing controls and platforms.

**IT Team Leader: Gavin Arbuckle, Head of Service Operations, IT 19 May 2023**

**4. HR Advice:** The Adult Social Care Transformation Programme will have significant HR implications for Bristol City Council employees. Currently we are working on the closure of East Bristol Intermediate Care Service which has been subject to a full consultation process. All proposals which have an impact on the workforce will be subject to individual support and consultation with employees and their representatives. We will seek to minimise compulsory redundancies by redeploying employees where possible to retain their skills, knowledge, and experience. All relevant Bristol City Council policies and procedures will be adhered to.

**HR Partner: Lorna Laing, HR Business Partner, Adults and Communities, Children & Education 19 May 2023**

<b>EDM Sign-off</b>	Hugh Evans	23 May 2023
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<b>Cabinet Member sign-off</b>	Cllr Craig Cheney	24 May 2023
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	30 May 2023

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b> (template available by following the link on the Decision Pathway page on The Source)	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b> (Please contact <a href="mailto:equalities.team@bristol.gov.uk">equalities.team@bristol.gov.uk</a> for support. See also <a href="#">equality impact assessments</a> )	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b> ( <a href="#">template available here</a> ) Lead officer for support Giles Liddell..	<b>NO</b>
<b>Appendix G – Financial Advice</b> (Financial officer must be the author of the advice)	<b>NO</b>
<b>Appendix H – Legal Advice</b> (Legal Services must be the author of the advice)	<b>NO</b>
<b>Appendix I – Exempt Information</b> (Legal Services must confirm that information is to be exempt in accordance with the constitution)	<b>NO</b>
<b>Appendix J – HR advice</b>	<b>NO</b>
<b>Appendix K – ICT</b> Include here additional information from ICT	<b>NO</b>
<b>Appendix L – Procurement</b> Include here additional information from Procurement	<b>NO</b>