

People Scrutiny Commission

6th December 2023



Report of: Hugh Evans, Executive Director: Adults and Communities

Title: Adult Social Care Transformation Programme

Officer Presenting Report: Hugh Evans, Executive Director: Adults and Communities

Recommendation:

Scrutiny notes the progress of the Adult Social Care Transformation Programme set out in this report.

The significant issues in the report are:

The Adult Social Care Transformation Programme has been refreshed for 2023/24.

A Delivery Partner (Peopletoo) has been mobilised to increase pace procured and an initial diagnostic has been completed, identifying additional opportunities to achieve planned in-year savings and sustainable transformation.



1. Summary

A report was considered by [People Scrutiny on 27 September 2023](#) which outlined the context, scope, and approach for the Adult Social Care Transformation Programme for 2023/24. This report provides an update on progress to date.

2. Context

2.1. Programme Reset 2023/24

- 2.1.1. The Adult Social Care Transformation Programme was established in 2021/22 as a five-year programme, recognising that transformational activity would take time to deliver.
- 2.1.2. In response to additional financial challenges facing the directorate in 2023/24, the Adult Social Care programme was reset to accelerate activity to deliver 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.
- 2.1.3. A delivery partner (Peopletooo) has been procured 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. The programme reset; the programme budget and procurement activity was approved by [Cabinet on 6th June 2023](#).
- 2.1.4. Peopletooo projects have now been mobilised and benefits are being tracked across the programme.

2.2. Programme Scope and Approach

- 2.2.1. The ASC Transformation Programme 2023/24 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.
- 2.2.2. Bristol’s vision for Adult Social Care

Don't we all want to live in the place we call home, with the people and things that we love, in communities where we look out for one another, doing what matters to us?



[Social Care Future](#)

- 2.2.3. Partners in Bristol echo this national statement of aspiration underpinning Adult Social Care. Another way of describing this goal is that Adult Social Care intends to support people to lead [‘gloriously ordinary’ lives](#).
- 2.2.4. To do this, Bristol’s transformational approach promotes a **shift of emphasis** in Adult Social Care and broader health services.
- 2.2.5. Activity, service capacity, resources and system workflows will be shifted from high-level, institutional, and bed-based services, to concentrate on community-based, personalised services that make the most of people’s strengths and capabilities and empower communities and individuals to support each other as best they can.
- 2.2.6. The programme will continue to place consideration of the Care Ladder model at the heart of the transformation of adult social care. The Care Ladder concept was developed in the previous Transformation Programme as a framework for analysing activity and spend across the service, and therefore as a tool for change. The Care Ladder concept is as follows:

- The Care Ladder sets out the different types of care and support activity, starting with Tier 1 or Universal Advice and Guidance, up to Tier 3 or longer-term forms of care and support, such as that received in care homes.
- The ambition is for Adult Social Care to offer the right level of support at the right time to prevent, delay and reduce the need for on-going higher-level support and to maximise independence and achieve better outcomes, whilst managing cost more effectively. This brings broader benefits to the communities, through greater investment in community-based organisations and local infrastructure.
- The diagram below sets out the ‘rungs’ of the Care Ladder.



- Using the Care Ladder approach, over time there will be a reduction in demand at the higher rungs of the ladder, and an increase in activity at the lower level, accompanied by a reduction in unit costs of care.

- 2.2.7. 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.

2.3. Progress Update

2.3.1. Bringing overall Adult Social Care expenditure in line with budget

- Continued work to bring overall expenditure in line with budget including a proactive approach to debt recovery, resulting in an approved debt position when compared to the same time last year.

2.3.2. Meeting people's care and support needs (Managing Demand)

- Better systems of assessment and care management decision-making practice to ensure optimal outcomes for new and reviewed cases.
- More robust scrutiny of long-term committed spend.
- Helping people to live at home, independently for as long as possible.
- Earlier intervention and prevention, and more effective working with children's services, the NHS, and the wider system.

2.3.2..1. Progress update

- The deadline for responses to the consultation on the Fair and Affordable Care Policy has been extended until the end of January 2024 in response to interaction with disability rights organisations.
- Process improvements are planned with the Transitions Project to better meet emerging needs through earlier joint working practice across all relevant council departments.
- Continue work to improve processes in place to monitor and control spend.
- Our delivery partner, Peopletoo have supported the programme to develop strategies to increase the number of timely reviews we conduct of care and support plans and extra social care practitioner capacity has been secured to conduct additional reviews.
- So far this year, 23 people have been enabled to access a home of their own as an alternative to supported accommodation.
- Peopletoo have kicked off a project at the front door of Adult Social Care and have delivered training to all front door staff on community alternatives to formal care and support.

2.3.3. Meeting people's need for care and support (Managing Supply)

- Better systems of assessment and care management decision-making practice to ensure optimal outcomes for new and reviewed cases.
- More robust scrutiny of long-term committed spend.
- Helping people to live at home, independently for as long as possible.
- Earlier intervention and prevention, and more effective working with children's services, the NHS, and the wider system.

2.3.3..1. Progress update

- Adult Social Care is 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.
- The single commissioning framework tender closed on 14 November with 243 tenders received from the provider market.
- A Specialist team has been fully recruited and in place to negotiate with providers to reduced cost of commissioned placements delivering savings.
- Joint Technology Enabled Care Project with the NHS continues.
- Peopletoo have kicked off additional projects to renegotiate strategic contracts with providers of care and support.

2.3.4. In-house service design and 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.
- Review fees and charges to ensure that these are fair, and minimise debt by reviewing systems and processes. Consultation will take place as required.

2.3.4..1. Progress update

- Cabinet took a decision to close Concord Lodge on 05 September 2023. Closure is planned for 31 March 2024 and a Management of Change process is now underway for staff and move-on planning for people who are living at Concord Lodge.
- The programme developed the capability to take debt repayment over the phone and to date, 44 payments have been received via this method.
- Our delivery partner, Peopletoo have kicked off their support to design an updated Target Operating Model for Adult Social Care to redesign ‘the way we do things’ and address the findings of the Peopletoo diagnostic:
 - Clearly defined and co-designed Adult Social Care Vision with teams understanding their roles and responsibilities in delivery the vision. This vision will be co-produced with people with lived expertise of Adult Social Care services in Bristol.
 - Establish a workforce strategy to ensure the right mix of skills, access to training opportunities and expertise to deliver the vision.
 - Adapt processes to enable concise recording that ensures preventative steps are followed but also reduces admin time.
 - Use data and insights available to take an evidenced based approach to decision making and inform future planning for services.
 - Ensure practice and policies support the approach so that employees feel comfortable making changes to their ways of working.

2.4. Next Steps

- 2.4.1. Continue to deliver the projects and transformative activity within the programme to

deliver both the required in-year efficiencies and income generation required in the Council budget.

- 2.4.2. Continue benefit tracking the Delivery Partner projects to accelerate the programme deliverables.
- 2.4.3. Continue to monitor and manage risks and issues, and where necessary identify mitigations to any under-delivery of savings.

3. Policy

3.1. The Adult Social Care Transformation Programme aligns with Bristol City Council’s [Corporate Strategy 2022-2027](#) and contributes towards the following building blocks and themes:

- 3.1.1. 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.
- 3.1.2. 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.
- 3.1.3. Effective Development Organisation (ED01): The Programme will deploy a One City Approach to take a collective, partnership-focused approach to city leadership to enable strong civic participation and the joining-up of activities by partners towards our common goals.

4. Consultation

a) Internal

Not applicable

b) External

The ASC programme activity set out in this report has savings targets to deliver set out in the 2023/24 budget and these were included in the [budget consultation](#).

5. Public Sector Equality Duties

- a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
- ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to:
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to:
 - tackle prejudice, and,
 - promote understanding.

A full Equality Impact Assessment (EqIA) was undertaken for 23/24 as the programme was reset. [Read the 2023-24 EqIA.](#)

Appendices:

None

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None