

SOCIAL WORK AND HEALTH COMMITTEE - 22 SEPTEMBER 2015

HELP TO LIVE AT HOME PROGRESS REPORT

REPORT BY MARGO WILLIAMSON, STRATEGIC DIRECTOR, PEOPLE

ABSTRACT

This report summarises developments in Help to Live at Home (HTLH), a project intended to identify and deliver service efficiencies within Adult Services in the People Directorate. The report outlines progress made with planning the programme delivery, the proposed structure of the programme, and the key areas of work to be progressed. It seeks approval to progress to the implementation stage of the programme.

1. RECOMMENDATIONS

It is recommended that Social Work and Health Committee:

- (i) approves the project progressing to the next stage in the programme, as outlined, and
- (ii) seeks further progress reports from the Help to Live at Home Programme Board at regular intervals which will clearly set out the proposed changes to service delivery and the implications thereof

2. ALIGNMENT TO THE ANGUS COMMUNITY PLAN/SINGLE OUTCOME AGREEMENT/COPORATE PLAN

This report contributes to the following local outcome(s) contained within the Angus Community Plan and Single Outcome Agreement 2013-2016:

- 5. Individuals and their families are involved in decisions which affect them
- 8. We have improved the health and well being of our people and inequalities are reduced
- 9. Individuals are supported in the communities with good quality services
- 10. Our communities are developed in a sustainable manner

3. BACKGROUND

Reference is made to Report 250/15, considered by Angus Council at its meeting on 18 June 2015, which provided a report and outline business case in relation to the Help to Live at Home project. Approval was given by Council to develop an implementation plan to take forward the project. It was agreed that regular progress reports would be provided to Social Work and Health Committee.

The outline business case (OBC) documented the case for change which included: an assessment of the strategic context for the service, the ability of the Council to meet strategic change such as the introduction of Self Directed Support, the integration of Health and Social Care and, more generally, the predicted future service demand. The OBC provided an economic analysis of the costs and benefits of proposed changes, consideration of the approach to developing the provider market, and a management case to take the project forward.

The OBC identified recommendations for change, which were then approved by Council in principle, to be implemented over the next three to five years.

4. CURRENT POSITION

Due to the size, complexity and duration of this project it is being developed as an overall programme, within which there are a number of projects and workstreams.

The HTLH programme includes in its scope three main areas of Older People's Services: Home Care services, Supported Housing, and local authority residential care.

The OBC approved by Council primarily focuses on considering changes to Home Care services. Changes to supported housing provision are currently included in a review of housing for older people in conjunction with the Communities Directorate. Progressing this aspect of HTLH must await the outcome of a service user consultation with tenants. Local authority residential care will be subject to review at a later stage in the programme in the context of Health and Social Care Integration and further analysis of the resources required for Angus localities.

While the OBC provided a clear analysis of the case for change, key recommendations to deliver cost reductions and an implementation roadmap, council officers have worked in partnership with EY to develop a more detailed implementation plan as part of the project mobilisation phase.

Governance and Structure of the Programme

The changes proposed by the programme are significant, and therefore the HTLH programme team and the Transforming Angus Programme Board will need detailed reports to manage and monitor progress. Furthermore, the anticipated financial and service benefits of the project are of strategic importance, and therefore it is imperative to ensure that delivery of the benefits is not delayed.

It is proposed that the HTLH Programme Board, chaired by George Bowie, Head of Adult Services, will report to the Transforming Angus Programme Board and Social Work and Health Committee. In addition, as the services in the programme will be integrated with Health, the Programme Board will also report to the Integrated Joint Board.

Help to Live at Home Programme Board will have responsibility for the following governance workstreams:

- Programme management
- Benefits realisation & financial reporting
- Communications & engagement
- HR and legal considerations

A Social Care Assurance Group comprising members and officers will support the HLH Programme Board. This group will have regard to the professional practice implications of the changes including reviewing the outputs of the working group in terms of adherence to the agreed design principles, compliance with policy and regulatory requirements and best practice. The first meeting of this group will be arranged for September 2015.

Key delivery workstreams:

There are two key delivery workstreams where greater efficiency, cost savings and increased capacity can be realised:

1. Internal efficiency and service commissioning

- Defining the service and commissioning model for HTLH: This must be viewed within the context of SDS and the whole system of support including earlier intervention through Enablement, Early Supported Discharge, Housing Support, and the internal and external care provider market.

- Improving the efficiency of internal service delivery: improving the effectiveness of work scheduling using the electronic information system currently being piloted (Panztel); restructuring employment arrangements to align with the needs of service users through more effective rostering and utilisation of staff resources; and identifying alternative ways to deliver small packages of care

2. Market efficiency

- Improving the efficiency of the supplier market: Key changes will include: engaging with local providers to shape a strategy to grow service capacity in Angus; consolidating the number of providers and agreeing a fair cost of care; developing contracting with a small number of suppliers using a block contract to create supplier certainty, thereby encouraging investment; and maximising the proportion of Council expenditure on actual service delivery.
- Managing a shift in the balance of care: increasing the proportion of care at home services versus the number of residential care places. This would only apply to those older people who want to and can live independently at home, and would enable residential care services to be increasingly focused on more complex needs.

Progress to date

The main focus of the programme in this phase has been the development of a detailed implementation plan. This has been done with support from EY and in consultation with key stakeholders.

Workstream groups have been established to drive forward the internal efficiency and market efficiency projects.

Internal efficiency and service commissioning:

The outline business case focused on levers to reduce internal costs and increase productivity. These include a review of how contracted working hours are arranged, making workflow management more effective, improving the use of technology to support productivity, and changes to contracted hours and work patterns for homecare staff to reduce inactive time.

Detailed work has been undertaken to develop a new rostering system for internal Homecare services which structures shift patterns around service user demand in order to maximise the amount of time that staff are available to work with service users ("contact time"). This essentially involves staff working a greater number of shorter shifts, which may include split shifts; and by doing this less time is spent in offices and greater capacity is created as more staff are available at the times that service users need them. Used in conjunction with the Panztel electronic rostering system, it is anticipated that this could achieve in the region of 40 - 50% increase in available contact time at no additional cost. This would go some way to reducing the current impact on the preventative services, would reduce the current overspend in the Home Care budget, and would reduce the unit cost of the service.

Trade unions have been consulted on the HTLH programme and specifically regarding the proposed introduction of a new shift system, and a staff consultation programme has been organised during September to obtain feedback on the proposal with a view to potentially changing the shift roster in early 2016.

Market Efficiency:

It has been identified that the current provider framework developed to procure care services from external provider organisations is not delivering the expansion in external services that was anticipated. As a result of this service users are not able to obtain services from their choice of provider and there continues to be a level of demand for Angus Council services which cannot be met without using preventative services such as Early Supported Discharge and Enablement to support the mainstream Personal Care service. This is detrimental as it prevents a reduction in Homecare costs (budget overspend) and inhibits preventative

services from reducing overall demand for services and enabling people to return home from hospital at the earliest opportunity.

A plan to address this has been developed focusing on work to engage with the external providers with a view to revitalising the provider framework and developing alternative ways to stimulate the market and find solutions to the problems of obtaining services at times and locations according to demand. It has been recognised that specific investment will be required for the People Directorate Contracts Team to support this work for a period of approximately 18 months (see below).

Internal and external resources for the Programme:

It will be recalled that the OBC included an estimated investment cost which EY identified would be required to deliver the project in its entirety and divides this into internal and external investment. It is recommended that the specialist expertise of EY will, however, be critical to assist releasing potential benefits at the earliest opportunity.

To achieve the changes required, the Council will have to incur investment costs, most significantly in the development of capacity in order to redistribute the pattern of service delivery. Initial 'front-loading' critical factors in order to achieve this are:

- the rapid achievement of efficiencies in Council Homecare services
- investment in developing the market for external providers in Angus Council
- investment in enablement services to reduce the level of demand for services
- reviewing residential care provision and progressing an options appraisal for future delivery

It is anticipated that these projects will require a dedicated programme team to manage progress. Continued input from EY is recommended in developing the external social care provider market and in supporting the overall change programme with their expertise in this field.

The Programme Board recognises that without dedicated resources to drive forward the significant changes required in the OBC there is a substantial risk that these will not be achieved within the planned timescales. A resource investment plan, including details of return on investment, is therefore being developed and will be submitted to the Transforming Angus Programme Board to seek funding for dedicated programme staff within Adult services, plus funding for the continued use of EY to assist with key parts of the programme.

6. FINANCIAL IMPLICATIONS

Angus Council has committed financial and human resources through the TA change programme to progress the HTLH project. The cost of EY's commission to progress this first stage of work and to deliver the OBC was £74,240. The Board subsequently approved a further £30,000 to fund work to develop a detailed programme for the steps required for implementation of the HTLH programme, as outlined in the OBC, and to identify the resources required, given Council approval, to proceed. This cost has been met from the TA Change Fund.

An operational service manager has been seconded to the position of HTLH Project Manager and in addition the OBC identifies that investment in staff resources and technology will be necessary to deliver the level of change needed to achieve the efficiencies required to internal services, to develop the external market and to deliver the intended benefits from the programme. The estimated internal investment required accounts for £230,000 over a 2 year period, and funding for this is being sought from the TA Change Fund, subject to the agreement of the TA Programme Board.

Work is continuing to identify the required external resources for HTLH and the most appropriate means of remuneration for EY for longer term engagement.

7. OTHER IMPLICATIONS

The proposals in the Outline Business Case have significant implications for service delivery systems and consequently for human resources and finance. The precise nature of these depends on the options chosen, the period of phasing, the component elements and the extent to which these elements are successfully achieved (for example, the extent to which the provider market can be expanded in Angus). These issues will be monitored closely through the HTLH Programme Board and the Transforming Angus Programme Board, and reported as part of the overall TA Programme reporting to Policy & Resources and Scrutiny and Audit Committees. They will also be reported to Social Work and Health Committee and the Integration Joint Board at regular intervals.

Risk Management

It is in the nature of major initiatives like HTLH that risks will accompany some of the change elements. The HTLH Programme Board has developed a Risk Management Plan which identifies key risks to the progress of HTLH and plans for managing these risks. This is a "live" document in that it needs to be able to anticipate different risks at different stages of the programme and be responsive to these, whilst maintaining a focus on those overall risks which will be present for the duration of the entire programme. Two potential risks at this time are: that the Council makes insufficient investment in HTLH resulting in the programme being inadequately resourced to deliver change; and that resistance to internal changes, for example to rota restructuring in Home Care or greater use of telecare, delays the implementation plan. Actions are in place to address these risks. Risks, and the means by which they are being addressed, will be a feature in future reports to Committee so that members can be assured that these are being managed.

Human Rights

An Equalities Impact Assessment has been completed for the HTLH. At this stage there are no issues for Human Rights or Equalities, but further assessments will be completed as appropriate throughout the delivery of the programme.

8. CONSULTATION

The HTLH programme has been the subject of consultation with the Transforming Angus Programme Board and has been the subject of an information schedule submitted to Social Work and Health Committee, and a full report to the Angus Council. In addition three briefings regarding the project were also arranged for elected members prior to the report being submitted to Council.

Trade Unions have been consulted on the HTLH programme and specifically regarding the proposed introduction of a new shift system.

The Chief Executive, the Strategic Director People, the Head of Corporate Improvement and Finance and the Head of Legal and Democratic Services have been consulted in the completion of this report.

NOTE: No background papers, as detailed by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information) were relied on to a material extent in preparing the above report.

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