

Wiltshire Council

Cabinet

7 November 2017

Subject: Adult Social Care Transformation Programme

Cabinet member: Cllr Jeremy Wickham
Cabinet member for Adult Social Care, Public Protection and Public Health

Key Decision: No

Executive Summary

National Context

In September 2016, the Kings Fund and Nuffield Trust published some key challenges facing policy makers in adult social care:

- Doing more for less
- A different offer (being honest with the public about what it can expect)
- Long term reform¹

The findings indicated that:

- Social care for older people is under massive pressure; increasing numbers of people are not receiving the help they need, which in turn puts a strain on carers.
- Access to care depends increasingly on what people can afford – and where they live – rather than on what they need.
- Under-investment in primary and community NHS services is undermining the policy objective of keeping people independent and out of residential care.
- The Care Act 2014 has created new demands and expectations but funding has not kept pace. Local authorities have little room to make further savings, and most will soon be unable to meet basic statutory duties.

All Local Authorities are grappling with the challenges of delivering high quality services for vulnerable people within this climate. However, there is national evidence of what good looks like and Wiltshire has utilised this evidence, for example, 'How to Make the Best Use of Reducing Resources (ADASS, 2013) and the 'Adult Social Care Risk Awareness Tool' (LGA, 2017) to inform its transformation programme. In addition, learning from the conference

¹ Kings Fund, (2016), 'Social Care for Older People - Home Truths', London, pg. 5.

'Reforming adult social care – is it just about the money?' organised by the Kings Fund on June 2017 has helped inform the programme of transformation.

In February 2017, the Local Government Association (LGA) undertook a Peer Review in Wiltshire, focusing on commissioning within Adult Social Care. The feedback from this review, coupled with an internal diagnostic, identified several areas for improvement and subsequently also informs this transformation programme.

The Adult Social Care Transformation programme was established in June 2017 to transform the Adult Social Care services within Wiltshire and work towards integration with our partners, specifically health to manage demand more effectively. The Programme is governed by the ASC Transformation board who report to Cabinet and JCB.

The report provides an update on progress to date on the programme activities relating to the Front Door programme, specifically the Front Door operating model and the Adults Multi Agency Safeguarding Hub (MASH) and safeguarding team

Proposal(s)

Cabinet is asked to note the progress of the ASC Transformation Programme in respect of Front Door and MASH projects

Recommendation

To note the progress and receive further updates as the programme progresses

**Alison Elliott
Interim Corporate Director**

Subject: Adult Social Care Transformation programme

Cabinet member: Cllr Jeremy Wickham – Cabinet member for Adult Social Care, Public Protection and Public Health

Key Decision: No

Purpose of Report

1. The purpose of this report is to present an update on the progress of the ASC Transformation programme to date, specifically the projects within the Front Door programme of works i.e. MASH and Safeguarding and the Front Door Operating model

Relevance to the Council's Business Plan

2. The principles of the Council's Business Plan and fundamental to the ASC Transformation programme, including:

Strong Communities
• Community Wellbeing
• Personal Wellbeing

- Community Wellbeing
- Personal Wellbeing

Protecting the Vulnerable
• Early Intervention (prevention)
• Joined up Health and Care (integration)
• Empowering and safeguarding families and individuals

- Early Intervention (prevention)
- Joined up Health and Care (integration)
- Empowering and safeguarding families and individuals

Background

3. Wiltshire faces major demographic changes affecting employment and service delivery at a time of increasing financial austerity. An increase nationally and locally in the number of older people with their associated health and social care needs will not only increase the demand for services but also impact on the labour market required to support delivery. There is a critical need to transform the way in which we manage our services to continue to be able to meet the future demand effectively.
4. The Council's net budget for Adult Social Care Services and supporting functions in 2017-18 is £136.7m. This includes approximately £10.4m

contribution from the Better Care Fund and in 2017-18 £5.8m has been raised through the social care levy. Central government funding for the Council is expected to reduce by a further £18m by April 2020 and the ability to raise the social care levy will also cease at that time. The Council's medium term financial plan estimates that demand for Adult Social Care services will increase by £6m over the same period.

5. The ASC Transformation programme was established in June 2017 and a new ASC Transformation Board was established to provide governance of the programme.
6. In the June 2017, the Programme Initiation Document (PID) was presented to the board and approved. The PID identified a programme of works within a governance structure to support delivery against five key objectives:
 - I. To manage demand more effectively including prevention and be financially sustainable
 - II. To ensure all services are structured efficiently and effectively across the whole system.
 - III. To ensure Wiltshire has a robust and effective workforce to meet the needs of our customers now and into the future.
 - IV. To work more efficiently and effectively with our partners utilising integrated systems and technology
 - V. Target cost efficiencies of 10% off the base of the spend on Adult Social Care services to enable service to be maintained at the predicated increase in demand for services rate of 5% per annum
7. This was circulated to colleagues within the Joint Commissioning Board and well received and supported by all partners
8. The programme of work approved by the ASC Transformation Board will focus on providing:
 - A one stop approach for the public to access information and guidance on social care services and provision including access to an e market solution for our customers via an enhanced "Front Door". This compliments existing Voluntary Sector information advice and guidance services.
 - This is aimed at reducing the demand for those who are not in need of local authority intervention whilst supplying them with the information and advice to support them retaining their independence through choice longer.
 - The establishment of a Reablement Service providing services and integration with our partners to ensure our customers receive the right support, in the right place, by the right people at the right time to maximise their independence focusing on outcome based goals.
 - A review and redesign of our commissioning and procurement of services approach and engagement with the voluntary sector to ensure a strategically managed diverse and sustainable market is available to meet the demand.
 - Remodelling of our adult safeguarding provision to ensure that those who are most vulnerable in our society are identified promptly and the processes and procedures to support them are run

efficiently and effectively to provide the best outcome for the individual.

- Align Wiltshire Council services with our partners in health and our local communities to identify opportunities to integrate services to become proactive in prevention of demand for adult social care service. Implementing a performance management framework to enable us to manage our services more efficiently and effectively.
9. At this stage the impact on staff of this programme of work is unclear. However, there are no plans to reduce the headcount because of any changes that may be required to structures and job roles a result of this. The council has in place robust policies and procedures to support changes to service structures and job roles, and this includes consultation with staff and trade unions on any proposals that may affect these. Staff are being kept informed via regular communications about the transformation programme and the progress being made.
10. In the options analysis stage of the programme and/or projects it is recognised and acknowledged that the data and information is of a sensitive nature and therefore has been classified as confidential at this stage until formal decisions on preferred options are agreed.

Overview & Scrutiny Engagement

11. Overview and Scrutiny have received a high-level briefing on the ASC Transformation Programme. An update on the programme will be presented to the Health Select Committee following this cabinet. Cllr Christine Crisp, Chairman of the Health Select Committee, sits on the Adult Social Care Transformation Board as an Overview and Scrutiny Councillor representative.

Safeguarding Implications

12. The establishment of an Adults Multi Agency Safeguarding Hub (MASH) will provide a consistent approach to safeguarding across Adults and Children within Wiltshire providing a person-centred, multi-agency approach to investigating any suspected incidents of abuse and neglect and to changing outcomes.

Public Health Implications

13. There are no public health implications arising from this paper at this stage.

Procurement Implications

14. There are no procurement implications from this paper at this stage.

Equalities Impact of the Proposal (detailing conclusions identified from Equality Analysis, sections 4 and 5)

15. A full Equalities Impact Assessment for the ASC programme has been produced and is currently being consulted on internally and will be presented to the ASC Transformation Board in December 2017

Environmental and Climate Change Considerations

16. There are no environmental and climate change considerations because of this paper.

Risk Assessment

17. Risks that may arise if the Front Door and MASH projects that are part of the wider ASC Transformation Programme are not undertaken are: -
 - a) The Front Door within Wiltshire will continue to offer a diluted service that does not manage the demand and is inefficient and does not support our residents as effectively as it could to remain independent.
 - b) The lack of demand management will continue to put preventable pressure on services throughout adult social care within Wiltshire which in turn will continue to increase costs.
 - c) The impact of failure to reduce demand will be cascaded through the health and social care system, impacting on an already fragile care market with a resulting negative impacting on our delayed discharges of care.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

18. Failure to change the culture of the staff within the Front Door model will fail to reduce the demand through the customer journey within the organisation resulting in continued increase in demand and associated costs. This is mitigated by a full and comprehensive development of a workforce development strategy and plan together with a performance management Framework to support the training and development of staff moving forward.
19. Failure to accommodate the MASH and Front Door Teams together could impact on the ability to manage the demand through the customer journey within the organisation resulting in continued increase in demand and associated costs. This is mitigated by liaising with the Facilities Management team to ensure that this can be achieved.

Financial Implications

20. The ASC Transformation Programme design, implementation and delivery is supported by the Improved Better Care Fund.

21. Work on assessing the financial impact of the different work streams is ongoing
22. The financial impact of the proposed models for the Front Door and Safeguarding work streams will be cost neutral. As stated in paragraph 9 of this report, at this stage the impact on staff of this programme of work is unclear. However, there are no plans to reduce the headcount because of any changes that may be required to structures and job roles because of this.
23. It is acknowledged that there will be net financial benefits of establishing a Reablement Service, Commissioning and Procurement Review and aligning more closely with Health and Local Communities and work is ongoing to refine the financial models. These will be reported on in future updates.

Legal Implications

24. There are no legal implications arising from this paper. The Programme Team are engaged with Legal to identify any potential legal implications that may arise within other areas of the programme in the future.

Options Considered

25. Front Door

During 2016/ 17 the Council's Commissioning team and Systems thinking teams undertook extensive research and analysis into the requirements for the Front Door. The analysis included engagement with the Voluntary Sector and users feedback and identified a need to enhance both the information and the effectiveness of the existing Front Door which was regarded as difficult to utilise, unreliable and lacked information by some.

The demand analysis identified who was utilising the Front Door and provided a detailed insight into the amount of preventable demand that could be managed more effectively with an enhanced Front Door and made recommendations for change. This informed these operating model's business cases that were presented to the ASC Transformation Board in September 2017.

The ASC Transformation Board is working alongside the Council's Digital Strategy Board to determine a suitable digital application to cater for the Front Door. In addition, the existing Case Management System 'Care First' is ending its supported life and an alternative CMS will need to be procured. This will be subject of a separate business case.

For the Front Door operating model there were 4 options considered: -

- Option 1** - Commissioned Front Door providing an out of house service. It was felt that ownership of the priority to manage demand would not be delivered through a commissioned service.
- Option 2** - Community based solution utilising existing voluntary sector providers to manage the front door. Again, it was felt that ownership of the priority to manage demand would not be delivered through this model effectively
- Option 3** - Wiltshire Council Front Door with all Information Advice and Guidance provision provided in house and incorporated into the customer's journey through the adult care system providing both a continuity of approach and the opportunity to manage demand at the Front Door more effectively.
- Option 4** - Do nothing – considered an unviable option acknowledging the outcomes of the demand management key findings.

26. **MASH and safeguarding**

In June 2017, an options paper was presented to the ASC Transformation Board outlining the options being considered for the Safeguarding Adults Team within Wiltshire. This paper identified a requirement to adopt a recognised best practice MASH model to further enhance our safeguarding services supporting vulnerable adults within Wiltshire.

The paper recognised extensive research conducted by the Systems Thinking Team that analysed the demand for safeguarding, the key findings of which identified that only 17% per cent (763) of the 4,524 referrals passed to adult social care for triage in 2016 progressed to the Early stage of investigation under section 42. Of these, approximately 461 (10% of the original volume of 4,524) progressed to Adult Protection Investigation (API) stage.

Those referrals assessed as not meeting safeguarding criteria are signposted to more appropriate services and external agencies but they take up a considerable amount of time and resource to get to this stage. Co-location would be beneficial to redirecting safeguarding referrals at the appropriate stage to the right resource.

The paper outlined 3 options as detailed below.

- Option 1** – Do nothing
- Option 2** – Central model - full centralisation of all safeguarding and investigation services with a multi -agency approach including a MASH
- Option 3** – Partial centralisation of safeguarding and investigation services with a multi-agency approach including a MASH co-located with the Council's Front Door – with support from operational teams at later stages of the investigation

Conclusions

27. The ASC Transformation Board approved the following;
Front Door operating model – Option 3
MASH and Safeguarding – Option 3.
28. It is the intention that further business cases will be brought to the ASC Transformation Board for approval on other models to support delivery against the objectives of the programme and once these are completed full staff consultation for the whole of ASC within scope will be conducted.
29. ASC projects that may require cabinet approval will be scheduled in due course, alongside further updates on the progress of the programme.
30. Procurement and Commissioning strategies will align to support the requirements of the models adopted.

Proposal

31. Cabinet is asked to note the progress of the ASC Transformation Programme in respect of Front Door and MASH projects

Recommendation

32. Cabinet are asked to note the progress and receive further updates as the programme progresses

Alison Elliott – Interim Corporate Director

Report Author: Christine Lamb, Programme Office

Date of report: 23.10.17

Background Papers

The following documents have been relied on in the preparation of this report:

ASC Programme PID
Front Door operating model Business Case
MASH and Safeguarding Business Case

Appendices

None