



ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
11 NOVEMBER 2019

ADULT SOCIAL CARE TARGET OPERATING MODEL

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

Purpose of report

1. The purpose of this report is to update the Committee on the progress of developing and implementing the Adult Social Care Target Operating Model (TOM). The programme is currently, and is forecast to remain, on track with the programme plan and original objectives.

Policy Framework and Previous Decisions

2. Leicestershire County Council's Strategic Plan 2018-22, 'Working together for the benefit of everyone' has been developed by the Council to focus on the issues that will make life better for people in Leicestershire.
3. The Vision and Strategy for Adult Social Care provides a context for the transformation and delivery of adult social care services in Leicestershire for 2016-2020. The aim of the Strategy is to increase people's independence, reduce the reliance on formal social care provision, and develop new ways of working to meet the demands going forward.
4. The ASC Strategy is focussed on:
 - Preventing social care need, developing robust and flexible solutions;
 - Reducing and delaying the need for social care by promoting self-care, reablement, enablement and improved independence skills, ensuring that the "reablement and progression" models developed are flexible, accessible and produce effective outcomes;
 - Meeting essential need in order to keep people safe and maintain wellbeing;
 - Streamlined and efficient assessments, support planning and reviews;
 - Processes that work and workers empowered with the right tools to undertake tasks, having the right skills in the right part of the pathway;
 - Targeting staffing resources to meet needs for assessment and care management, social care provision and review.
5. The new TOM is being articulated to assure alignment to the Department's strategic approach and ensure it is operating effective and efficient operations. In order to help understand the improvement opportunities available through the Design and Implementation of a new TOM, the County Council commissioned independent specialist consultancy, Newton Europe, to undertake a diagnostic analysis in partnership with the service. Newton Europe has extensive experience supporting

clients to deliver improved services across Adults and Children’s Social Care, and Acute and Community Health.

Background

6. The current Medium Term Financial Strategy (MTFS) 2019/20-2022/23 notes the demands on adult social care services arising from demographic growth and increasing needs.

The TOM Programme

Current status of the programme

7. The TOM programme remains on track with the overall programme plan and is forecast to achieve the anticipated benefits.
8. The approach being adopted is not about cutting services, but about placing the best and most independent outcome for the service user at the heart of any changes to enable joint improvement of outcomes, staff ways of working and financial performance.
9. The report to the Committee on 10 June 2019 gave an overview of the long-term benefits as identified during the Diagnostic - outlined in the table below. The expected total programme benefits remain within this range of benefits.
10. Within the table, the “Description” column articulates the benefit to service users and staff, which are then translated to a financial benefit. Note that whilst the majority of the benefits are cashable, those identified as “Quality” are benefits being re-invested to improve the service quality.

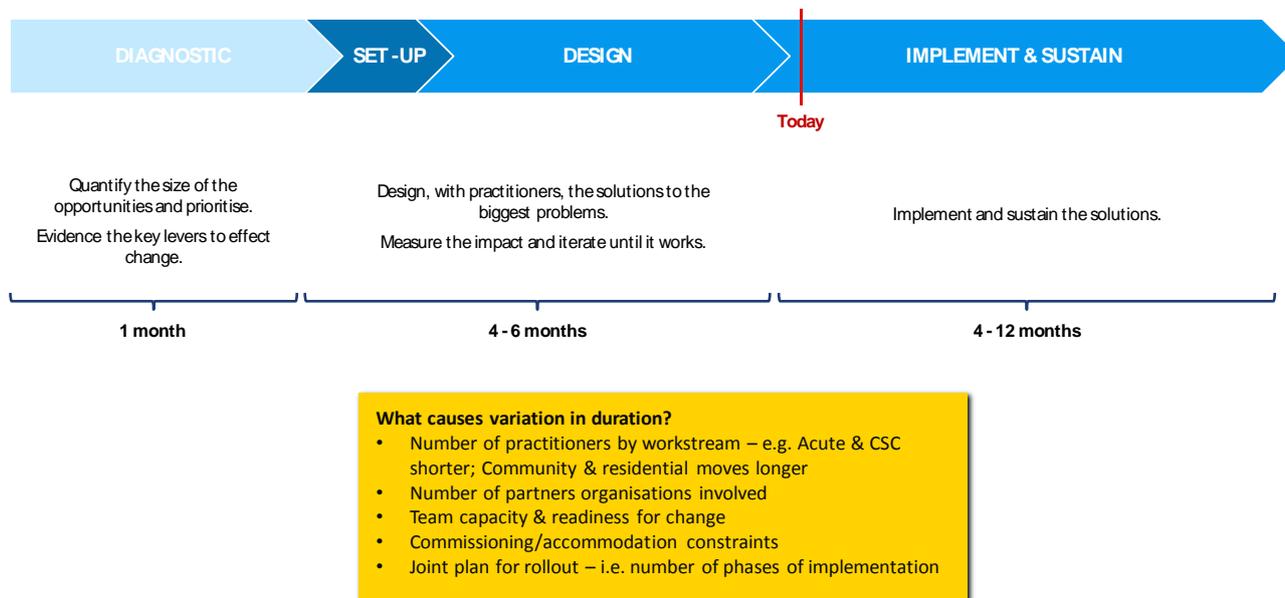
	Workstream	Description	Estimated Annualised financial opportunity (lower bound)	Estimated Annualised financial opportunity (upper bound)
Older Adults	OA1 Reablement	Ensure additional people who could benefit from reablement are systematically identified and referred into the care pathway Make further improvements to the reablement care pathway and outcomes to ensure consistency	£3,780,000	£4,920,000
	OA2 Consistent and enhanced decision making	Prevent inappropriate admissions to residential care Improve the consistency of allocating domiciliary care and direct payment	£1,700,000	£2,200,000

	OA3 Quality Improvements	Improvements to the quality and consistency of assessments and reviews (across both the Customer Service Centre and locality-based practitioners)	£1,420,000	£1,780,000
Working Age Adults	WAA1 Enablement	Improve the independence of an identified cohort of service users in the community	£430,000	£770,000
	WAA2 Change to setting of care	Move an identified cohort of people from residential care to supported living	£740,000	£1,150,000
	WAA3 Consistent and enhanced decision making	Improve the consistency of allocating support packages to mental health and learning disability service users, and enable more independent living where appropriate	£1,140,000	£1,390,000
	WAA4 Quality Improvements	Improvements to the quality and consistency of assessments and reviews (across both the Customer Service Centre and locality-based practitioners)	£1,240,000	£1,640,000
			£10,450,000	£13,850,000

11. The total opportunities can be summarised as:

	Estimated Annualised financial opportunity (lower bound)	Estimated Annualised financial opportunity (upper bound)
Estimated cashable/demand offset savings (OA1, OA2, WAA1, WAA2, WAA3 above)	£7,790,000	£10,430,000
Less savings already identified within MTFS 2019	£1,250,000	£1,250,000
Estimated total annual cashable savings	£6,540,000	£9,180,000
Plus estimated total annual quality improvements (OA3, WAA4 above)	£2,660,000	£3,420,000
Overall additional (to 2018 MTFS) total annual savings and efficiency and quality improvements	£9,200,000	£12,600,000

12. The core stages of the TOM programme are as outlined in the diagram overleaf. The programme has just entered the “Implementation and Sustain” phase and a summary of the activity within each phase is provided.



13. The Diagnostic comprised activity modelling, case reviews, frontline staff workshops, meeting with third party providers, financial analysis, and benchmarking against other local authorities, across services for both older adults and working age adults.
14. In recognition of the opportunity and scale of the change which this TOM programme presented, the County Council began the planning activity to ensure successful delivery would be achieved during the Set-Up Phase of work. Key activity involved:
 - Running a competitive tender process to procure a strategic partner to work alongside the Adults and Communities Department. Newton Europe was successful in this exercise and will be working with the department until the programme has achieved the outcomes required in early 2020;
 - Developing and enacting a Communications Strategy across the department's workforce, and supporting business functions, to build and maintain the momentum for change created during the Diagnostic;
 - Internally recruiting and backfilling a number of staff to act as "Design Leads" to work as part of the joint programme team with Newton Europe. These experienced staff have been at the forefront of working with practitioners to design the new "TOM", in a bottom-up approach. These staff were trained in Newton Europe's bespoke improvement methodology;
 - Beginning the process of creating key performance indicators (KPIs) and baseline performance across the service. This is not only critical to be able to measure the success of the programme, but is also part of building upon a foundation of a continuous improvement culture embedded in the use of data and evidence;
 - Four "Business Improvement Managers" were recruited and trained by Newton Europe. These individuals are part of the Implementation Team to not only support results delivery, but to gain experiential learning in Newton Europe's approach. This will help maximise value delivered after the programme closes.

15. The purpose of the Design Phase was to develop and test a new TOM in a safe environment, with real demand and extensive managerial and quality oversight. Practically this has meant working with a subset of eight of the circa 35 County Wide Teams.
16. Key activities which have taken place during the Design Phase have included:
 - a) A joint County Council/Newton Europe team was established from:
 - “Design Leads” – Eight departmental Service Managers and one Head of Service seconded to the programme and backfilled. Their role involved providing Council departmental knowledge and practice expertise at the core of creating the new TOM;
 - “Design teams” – Eight teams working with the Design Leads and Newton Europe to design and test the new ways of working;
 - Newton Europe team of 13 consultants working hand in hand with Council counterparts to bring Newton Europe’s analytical approach, rigour and change management expertise.
 - b) Skills identification and training for the programme team. This is part of a long-term plan to deliver the programme successfully and leave a legacy of skills transfer to enable continuous improvement.
 - c) A Communications and Engagement Plan has been delivered. This has included activities such as:
 - Stakeholder mapping and bespoke communication activity;
 - Monthly newsletters;
 - Kick off workshops;
 - A suggestion scheme;
 - Countywide roadshows which are two-way communication events across the authority;
 - Council partner and provider briefings;
 - Feedback surveys with Design teams on the new TOM.
 - d) Governance has been established at a daily, weekly and monthly cadence to provide appropriate oversight, assurance and support to enable programme delivery.
 - e) Further work on baselining and KPI development.
 - f) Design workshops have taken place which, supported by service observation, case reviews and extensive data analysis have enabled a number of potential “solutions to try” to be developed.
 - g) Testing, iterating and gathering evidence of these “solutions to try” in eight locality offices with actual demand. After extensive improvement and testing these solutions have formed the basis of the new TOM.
 - h) Based on evidence gathered from a range of sources, at the end of the Design phase, the “new TOM” was clearly documented and a comprehensive plan to implement it across the remainder of the Council was developed. This is being put into place as Business as Usual during the “Implementation Phase”.

- i) Within the subset of eight teams from Design, results achieved during this phase of the TOM have included:
- i. Between a 10% and 30% improvement in case progression in the locality teams. This has been achieved by a combination of better working alongside business support staff; creating a framework to support the targeted progression of cases to agreed goals; greater consistency and clarity of case notes; and a performance management dashboard and meeting structure;
 - ii. Alongside this the Customer Service Centre (CSC) has been able to achieve an 18% increase in the number of contacts it can appropriately resolve without passing on to locality teams. This was achieved whilst reducing CSC contact time from eight to four days, and increasing the proportion of calls answered from 73% to 84%;
 - iii. An approximate 25% reduction in residential placements being made on discharges from the Acute Hospital; and an approximate 15% reduction in residential placements within the Older Adults (OA) community team. These packages have instead been replaced by an appropriate package of care at home. This enhances the service user's independence and saves money;
 - iv. A 30% improvement in the independence of service users accessing OA reablement. This improves independence and reduces spend on ongoing commissioned packages. This has been achieved by:
 - increasing the internal capacity of the inhouse Home Care and Reablement Team (HART) service at no extra cost;
 - Using this capacity to absorb demand previously outsourced to the mainstream home care provider;
 - Redesigning the HART offer to further improve the effectiveness with which it helps service users gain independence;
 - v. 23 service users, with a learning disability, have moved from residential care to supported living which is a more appropriate and cost effective;
 - vi. A third of mental health cases being integrated into the new "recovery plan" process which works with these service users to increase their resilience and independence;
 - vii. More consistent decision making, alongside a new skills development offer for adults with Learning Disabilities, which was shown to reduce ongoing commissioned care in the region of £160/week per service user.
17. The Implementation Phase of the work is taking place from August 2019 through to the first quarter of 2020.
18. The end of the Design phase provided clarity on what the new TOM will be. In order to maximise the impact and sustainability of these changes, the principle by which the TOM is being rolled out is by developing and supporting team managers to lead the rollouts across their teams.

19. The majority of the programme benefits (financial and non-financial) are realised during this Implementation phase of work.
20. The following has been put in place to support this Implementation and Sustainability:
 - a) A Leadership development programme for team managers including several topics such as: use of data and dashboards; and understanding of the evidence and TOM from the Design phase; running weekly case progression meetings to support their team;
 - b) A Business Intelligence dashboard owned and developed by the County Council giving a comprehensive oversight of service performance in line with the programme targets;
 - c) A support structure to work on the ground alongside team managers with this ambitious change programme which includes dedicated resource from:
 - Newton Europe;
 - Business Improvement Managers;
 - Lead practitioners;
 - Heads of Service and Assistant Directors.
 - d) Involvement of colleagues in wider business support functions such as finance, commissioning, business intelligence, business support and others to ensure the enablers are in place for this change;
 - e) A detailed programme plan with supporting governance structure to oversee progress, remove blockers and provide additional support where required;
 - f) An easily accessible “TOM Checklist” bespoke to each type of team which summarises the operational changes required to maintain the TOM way of working.

Resource Implications

21. The forecast benefits for the TOM programme are between £10m-£14m recurrent on an annual basis, of which at least £9m is additional to existing MTFs plans. It is anticipated that some of the potential cashable savings will contribute to the corporate efficiency and productivity saving of £8m. Other savings may be used to re-invest in key service areas.
22. To enable the successful delivery of this programme the County Council is investing in a strategic development partner (Newton Europe) whose one-off fees (including estimated expenses and excluding VAT) are £4.5m. The Newton Europe contract is structured such that should the programme not deliver a recurrent annualised benefit greater than 1.5 times the one-off Newton Europe fee, their fee will be reduced until this ratio is satisfied. In addition, the County Council is providing staffing and other minor expenses to support the delivery of the Programme.
23. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Conclusions

24. The TOM programme is on track to deliver the anticipated service user, staff and financial benefits forecast at the outset of the programme and will create an exciting foundation for future improvement in the Council as a whole.
25. The Committee is asked to note the contents of this report.

Background Papers

- Leicestershire County Council's Strategic Plan 2018-22 – <https://bit.ly/2MjREDU>
- Leicestershire County Council Vision and Strategy for Adult Social Care 2016-20 - <https://bit.ly/2paQ5OZ>
- Adult Social Care Target Operating Model – Report to Adults and Communities Overview and Scrutiny Committee: 10 June 2019 – <https://bit.ly/2MpuzhW>

Circulation under the Local Issues Alert Procedure

26. Whilst the initial Design teams are testing in isolated locality areas the implications of the TOM programme when completed will be county wide.

Equality and Human Rights Implications

27. Equality and Human Rights Impact Assessments will be undertaken for all workstreams before the implementation stage.

Other Relevant Impact Assessments (if applicable)

Partnership Working and Associated Issues

28. We are ensuring that our partners are informed and included through working groups and partnership boards as appropriate.

Risk Assessment

29. Risk assessment logs are included in the oversight and governance of the programme.

Officers to Contact

Jon Wilson
 Director of Adults and Communities
 Telephone: 0116 305 7454
 Email: jon.wilson@leics.gov.uk

Heather Pick
 Assistant Director of Adults and Communities
 Telephone: 0116 305 7454
 Email: heather.pick@leics.gov.uk

Judith Spence
 Finance Business Partner - Adults & Communities
 Telephone: 0116 305 5998

Email: judith.spence@leics.gov.uk

This page is intentionally left blank