

Executive

29 September 2016

Report of the Director of Adult Social Care

Portfolio of the Executive Member for Adult Social Care and Health

Progress towards a new operating model for Adult Social Care

Summary

1. This report provides an update on the progress to develop a new operating model for Adult Social Care. It highlights key developments and identifies a proposal for resourcing the next stage of work.

Recommendations

- That the Executive note progress made towards the new operating model, presented previously as part of the budget proposals.
- That the Executive approve the proposal to procure external support and internal project management to further develop and implement the model.
- That the Executive approve use of funding already set aside of up to £360k for procurement of external support and an internal adult social care senior project lead grade 11 for 12 months on the basis that this capacity is required to deliver a operating model that underpins recurrent savings of over £1.2 million.

Reason: To update the Executive on the development of the Adult Social Care operating model intended to support people to enjoy healthy, active and independent lives. To propose the procurement of support to help design and implement this model.

Background

2. Over the past 3 months, progress has been made in identifying and articulating an operating model for Adult Social Care. This has included working with partner organisations in NHS, community and voluntary services and the leadership group within the council. We are now in a position to articulate the model. This is detailed in Appendix 1.

3. The proposed operating model supports the council wide vision of supporting people to enjoy healthy, active and independent lives. It is based on enabling people in York to have control over how they manage social care needs with a strong emphasis on the use of personal and community assets and working in partnership.
4. Our intention is to move away from our current model, in which CYC adult social care often intervenes at a point of crisis in customers' lives. This often risks creating a dependency between the customer and the council. The new model, built on an early intervention approach, will use the individual and their community's capacity to self care and manage as the first option. There will be an increase in the use of support outside of council commissioned services and commissioned or directly provided CYC social care services will be used as a last resort.
5. Moving to a model based on self care and community assets underpins the directorate plans to reduce costs, in commissioned community support, residential and nursing care. The model facilitates the following directorate recurring savings to be achieved by 2019/20 totalling over £1.2 million
 - Community Support £696k
 - Nursing Care £467k
 - Residential Care £101k
6. Additionally the model will seek to reduce internal care management costs. The scope of this is to be determined through the detailed development of the model.
7. The new operating model has a simple intent. This is to keep people independent, exercising choice and control over how they live their lives.

Key elements of the model include:

- a) Enhanced information advice and guidance.

The new operating model will include the provision of high quality information through a range of channels which supports people living safely, healthily and independently. Adult Social Care is currently creating an advice, information and guidance strategy which can be deployed through the new operating model. This work is closely aligned with key CYC projects including the digital work streams, procurement of case management portal and the development of community hubs.

- b) Maximising personal resilience through non service based community and personal means.

The new model will create capacity within communities to support themselves and generate the resilience to respond to crisis without need escalating. This will be achieved through the development of community capacity through local area coordination and commissioning of low level sustainable capacity building support. Preparatory work is currently underway through the Local Government Association care and health efficiencies programme which is bringing resource into the council to develop our methodology of implementing local area coordination, the building stronger communities work stream and the implementation of the CYC wellness service.

c) Maximising personal resilience through service based early intervention and prevention

The new operating model recognises that there will be occasions where service based interventions are required to supplement community and individual resources. The model will see an increased service offer to intervene early and provide short term support to prevent social care need and build independence. The model will build on and develop existing work of community facilitators, social prescribing and integrated primary care hubs and wellness service.

d) Digital Self Service

The new operating model will follow a digital by default approach and provide an enhanced and transactional digital offer. Through the use of self-service website, mobile applications and social media, customers will be able to access both information and advice about support and engage in supported self assessment and support planning. This work builds on existing projects including the procurement of case management system, digital service project and the development of the advice and information strategy.

e) Excellent Customer Services

The new operating model will revitalise the customer service offer for all customers contacting the council about adult social care needs. The offer will maximise customer fulfilment at the first point of contact, through channelling them to the right source to assist them. Our customer service offer will promote new channels for interacting with the CYC and help customers grow accustomed to these new channels.

f) Maximising Independence

The new operating model will maximise customers' independence and prevent and reduce the need for long term council funded support. This

will be through the provision of cohesive and integrated services that enable independent living such as integrated reablement services, primary care hubs and assistive technology.

g) Assessment and Care Management

The CYC assessment and care management service instead of being a default option in the current model will become the option of last resort in the new operating model. These services will support only those with the most complex needs. These services will focus on helping customers determine personal outcomes and how they wish to manage risk. Choice and control will be promoted by helping customers source support through personal budgets, individual service funds and direct payments, reducing reliance on traditional provision.

h) External Brokerage

Customers with social care needs will be able to access enhanced support, external to the council to plan and commission their support rather than rely on CYC to manage the process. This improved offer will build on the work already being undertaken with York Independent Living Service and other agencies to create this as the offer of choice for all customer groups within the city.

i) High Quality Provision

The operating model will see better advice and support to all customer groups. This will ensure that provider resources in York are directed where they are needed most. The focus on choice and control will build on the commissioning work to develop more varied, quality provider models to support a buoyant and sustainable market where there is good availability of care within a price range which is affordable to those who need it.

Work underway

8. As described above, there are several work streams that support CYC towards the new operating model.

These include the work to develop community hubs, placed based working, the development of the advice and information strategy, market shaping and commissioning of third sector and independent providers, integration with primary care, the development of a joint reablement specification and provision, the procurement of a new case management system, digital York and Customer Relationship Management programmes.

Future Development

9. This new operating model while building on work already underway requires a whole scale change in CYC's approach to adult social care. This is particularly the case for the way in which CYC discharges its responsibilities in assessing customers' needs and ensuring support is provided to meet these. It requires a complete shift in the mindset of the leadership and workforce. This is to move us from our traditional care management approach to a new relationship with customers, the community, partners and providers. This relationship starts with customer outcomes and has a more facilitative role for CYC and a much greater role for personal and community assets. This change needs to be achieved at a time when services and organisations are under increased pressure.
10. The work required to implement the operating model is complex and currently being developed into a specification from which we can procure the external support. From the procurement exercise the successfully appointed organisation will be expected to work alongside CYC to deliver the following:
 - a) A detailed review of the current care management services.

This will include the accurate and reliable quantification of costs and benefits of current activity in the service. This will be achieved through the collection and analysis of data in areas such as staffing structures and allocations, technology infrastructure, business processes, assets, budgetary spend and demand drivers.
 - b) A blueprint for the redesign of current care management services into a new operating model that prevents, reduces and delays support needs, is person centred, based on personal and community assets and promotes self management. This operating model blueprint will detail financial benefit and improved customer experience and outcomes. The model will be informed by the review and processes will be redesigned through co-production with staff, partners, customers and the wider community through a series of events and workshops.
 - c) The development and implementation of the delivery plan for the new operating model. The plan will be co-produced and direct activity which realises the benefits to customers and the projected financial savings. The implementation plan will focus on:
 - I. Support to transition away from traditional practices. This will be led through work streams that will prepare, mobilise, deliver and embed the model and mitigate risk of failure. This work will

involve significant input of project management resource to effectively mobilise the workforce and redirect activity towards new ways of working.

- II. People and change management activities that support change and enable its impact to be measured. These include aligning all expected benefits and embedding the systematic measurement and tracking of these. This includes engagement and consultation with the workforce to develop and implement change needs assessment that will bring the workforce into the heart of the model.
- III. Specific work packages that develop and deliver business capability and underpin the new ways of working. These will include strengthening of the process around information advice and guidance, an improved digital offer, streamlined and self-serve assessment based on a strengths approach, and the redesign of support planning to include greater use of community assets and self-management and reduce use of commissioned services.

Budget Implications

11. The development of the new operating model is critical to the directorate plans to reduce dependency on commissioned nursing, residential and domiciliary care services and so meet the complete savings plan by 2019/2020. Without 'inverting the triangle of support' and reducing the use of these services, demographic and financial pressures will become unmanageable.

Rationale for External Support

12. The need to bring in external resource is necessary because of the scale and urgency of shift from our current operating model to the new operating model is such that it cannot be done while the directorate runs the complex high risk service on a day to day basis. An attempt to do so is likely to result in only continued progressive improvement at modest pace, rather than the required whole scale change. The use of an organisation rather than an individual post mitigates against a single point of failure that could occur through the use of an individual consultant. Expertise exists outside of the council that can be brought in to successfully enable this change. This is a strategy successfully adopted by other councils to make this change for example in Barnsley and Shropshire.

13. CYC are producing a service specification and intend to go to market to procure the necessary support to enable the change from our current model to the new operating model. It is crucial that this process is owned and influenced by the directorate workforce. Using wholly external expertise runs the risk of not achieving this. In order to ensure ownership throughout the process the directorate intends to second a postholder at service manager level to work alongside the external organisation.
14. In order to ensure value for money, the proposed route to securing consultancy is to seek quotations from the small number of specialist organisations. This will be a minimum of 3 organisations that have a expertise and a track record of such work against the service specification and evaluate using CYCs established evaluation processes.

Resourcing

15. The redesign work is fundamental in supporting us to re-focus on delivering the requirements as set out in the Care Act. On this basis we have set aside approx £1m to support us in the implementation of the Care Act. We would suggest the resourcing to do this work is taken from the funding as reserved.

Timescales

16. From Executive approval procurement of external support is expected to take approximately 9 weeks

The activities required to engage in, map, design, and implement a new model are complex and require structural reorganisation, workforce development, changes in system processes and policy and commissioning approaches. They are therefore likely to take a 12 month period to develop before the model is fully deployed.

Consultation

17. Consultation with the public, customers and stakeholders is an integral element of the design and implementation of the operating model. This builds on existing consultation work, for example the development of integrated reablement services.

Options

Option 1

18. To accept the recommendations laid out in this paper and agree to the review of adult social care and the design and delivery of the operating

model intended to deliver savings agreed through the budget setting process.

Option 2

19. Do not agree to the review of adult social care with the consequent risk to the budget and the delivery of support caused through.

Council Plan

20. These proposals support the council plan in ensuring that support services are available to those who need them and that vulnerable people stay safe and are protected from harm. It supports the commitment to review adult social care.

Implications

21. The proposals are key to CYC's delivery of its responsibilities under the Care Act 2014 and to ensuring this is done within the necessary budget.

Risk Management

22. These proposals mitigate against potential budgetary and performance risk for the CYC.

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Wards Affected:

All

For further information please contact the author of the report

Background Papers: None

Annexes

Appendix 1 – Adult Social Care – Our priorities and focus