

Meeting: Cabinet

Date: 11 August 2020

Wards Affected: All

Report Title: Adults Social Care Delivery Plan, COVID 19 Recovery and establishment of Adult Social Care Improvement Board

Is the decision a key decision? No

When does the decision need to be implemented? From September 2020

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1 Introduction

This paper outlines the proposals for Adult Social Care (ASC) Governance in Torbay, the Development Plan and COVID 19 recovery. The redesign of Adult Social Care's Governance Infrastructure was planned for commencement in May 2020, but was delayed due to COVID 19. This was a redesign of board infrastructure and membership, based on the priorities agreed in the ASC Risk Share 2020-23; incorporated into an overarching 3 year plan.

Refreshed Governance arrangements are in the context of the overall plan delivery, incorporating the learning from our successes and hurdles during the COVID period. ASC has not 'stood down' activity in the same way as other services so our focus is on incorporating the lessons learned and adapting our original plan accordingly. A particular focus is building on how well we have worked with the Community and Voluntary Sector; in addition to the impact of poverty and adapting to the changes in how people view care and residential care.

Key drivers underpinning the ASC Improvement Plan remain constant, these are predicting and managing system demand, improving IT and digital capability and developing the workforce. Demand on the system is high, and increasing.

The general principles of our approach are:

- A focus on co-design with the community and voluntary sector and Torbay residents.
- A focus on improving independence and reducing demand via a redesign of community services with the community and voluntary sector, including a 'front door' via the community and voluntary sector.
- Council investment in high quality options to support the local care market. This will support independence and the most vulnerable, including projects in extra care housing and residential/nursing for those with dementia.
- A focus on One Public Estate, to maximise the use of statutory sector estate and funds for the benefit of people in Torbay
- Refreshed governance and performance, to hold all organisations to account and within the Council Governance processes.

2 Key Focus Areas of the ASC Plan, post COVID 19.

2.1 Working with, and supporting, the Community and Voluntary Sector

Proposals to use ASC Precept were outlined to Council earlier in 2020, and included a commitment to invest the precept in a range of community focussed projects

Our partnership with the Community and Voluntary Sector has been strengthened over the COVID period and we will be building on these relationships. Investment of the non-recurrent COVID funds have demonstrated that this can deliver significant benefit to people's wellbeing and will, inevitably, manage demand for ASC and significantly support wider prevention wellbeing priorities.

Priorities such as mental health, food poverty and information and advice are emerging from our new partnership and will be key features of a new approach to community support. We will also consider extending the Torbay (Coronavirus) Helpline to provide a longer term access and support service for Torbay Residents.

We will also support emerging proposals such as Torbay Community Development Trust's scoping conversations about a long term partnership on a national level with organisations seeking to invest and support in Torbay and the community development model. In addition, we will focus on the Community Builders and how we can continue this function in the Bay – enabling us to engage with vital 'grass roots' community projects.

2.2 A focus on 'One Public Estate' initiatives and investment in the market

The Council is seeking to broaden the partnership to maximise the economic benefit to the public partnership.

This will consist of:

- A review of office accommodation, to prioritise co-location of The Trust staff in council owned buildings to maximise rental income for reinvestment into services
- The further development of proposals for Council investment into Residential/Nursing Care for very vulnerable people with dementia; and Extra Care

Housing to enable local people to continue to live independently in their local community.

2.3 A focus on independence and reducing demand

Torbay will continue to be a part of the Community Led Support Program, and the 'Talking Points' methodology will be reviewed to incorporate initiatives such as the community help line. Priorities such as mental health, food poverty and information and advice will be key features of a new approach to community led support. We will also consider extending the Torbay (Coronavirus) Helpline to provide a longer term access and support service for Torbay Residents.

A new innovation hub will focus on commissioning services which focus on helping people with the most complex needs stay in their own home. Services such as day care at night, live in care and night support will be a key priority. This will be supported by the emerging use of technology, which is a key enabler for maintaining independence.

3 Refreshed Governance & Delivery Structure

The proposed Adult Social Care Delivery and Governance Structure is set out at Appendix 2. The structure proposes a new Adult Social Care Improvement Board which will provide performance focus between the Council and the ICO, as well as providing opportunities to further enhance the partnership and identify wider working across the NHS and the Council.

4 Investment required to deliver the improvements

4.1 Use of ring-fenced ASC grant

All investment is within budget and from ring-fenced ASC grant funds. A key component of the ASC Risk Share was the agreement to use ring-fenced ASC grants held by the council to deliver the plan. Investment is agreed with both the ICO and Devon Clinical Commissioning group to invest in the areas outlined below. This has been streamlined to deliver efficiencies and share resources, including with the community and voluntary sector.

4.1.1 Investment in working with partners

A key priority for all partners is the ASC spend, particularly in key areas where costs are high and we benchmark poorly – indicating we should be able to increase people's independence and reduce the cost of 'bed based' solutions. This is primarily the volume of people in the 18 to 64 age group. The council has previously committed via the ASC risk share to scope the possibility of a national leader in ASC redesign to focus on this area.

We will fund a community and voluntary organisation to work with the ASC team to shape the plan as it develops. In addition, we are currently a member of the National Development Team for Inclusion's Community Led Support programme; which has a focus on community based co-production. This will include considering the impact of the ending of the Ageing Well program.

4.1.2 Investment in local capacity to deliver the plan

We have agreed with TSDFT that iBCF ring fenced ASC money will be used jointly to deliver this plan. Additional investment in the community and voluntary sector and staffing in both the NHS and the Council is planned, and will be agreed jointly with the NHS. While spend on statutory staffing is being kept to a minimum, there is a need for fixed term investment if the work is to be done in a short timeframe.

4.1.3 Investment in building and Torbay's infrastructure

Plans are underway to invest in developing the local market so that it can provide for Torbay Residents. These projects are being scoped, but include:

- Extra Care housing – to include provision for people under 65 so they don't need residential care.
- Residential/Nursing Capacity – to ensure we have adequate provision for people with a complex dementia in well- designed buildings that maximise the benefit of technology.

4.1.4 Investment of the ASC Precept in the Community and Voluntary Sector

In a January 2020 paper, proposals were outlined which were designed to have a direct positive impact on people, to keep them well and independent. This program of using the ASC precept to invest in community based capacity and resilience will be reviewed and will continue.

5 Recommendations

- That Cabinet approves the creation of an Adult Social Care Improvement board, as set out in Appendix Two.
- That Cabinet notes that the Adult Social Care Delivery plan has been amended to incorporate the learning from COVID 19 and that there will be an investment program from non-recurrent funds, previously agreed in the Adult Social Care Risk Share and delegated to the Director of Adult Social Services.

Appendices

Appendix 1: ASC Plan - Projects Reinstatement

Appendix 2: Adult Social Care Improvement Board Terms of Reference and Operation

Section 1: Background Information

1.	<p>What is the proposal / issue?</p> <p>This paper outlines how the Adult Social Care Plan will be delivered and Governed within Torbay Council.</p> <p>It proposes the creation of an Adult Social Care Improvement Board, to match the Children’s Improvement Board. This board will receive reports from Adult Social Care Improvement Committee and the Adult Social Care Performance Committee. This will incorporate delivery of the ASC plan and delivery of the statutory duties delegated to Torbay and South Devon NHS Foundation Trust.</p>
2.	<p>What is the current situation?</p> <p>Torbay Council (The Council) has a well-established, and successful, partnership with the NHS in delivering Adult Social Care (ASC). This has been renewed for a further three years, commencing in April 2020 – with The Council allocating ASC budgets for core funding, and ASC nationally awarded grants where known, to the NHS for them to manage and deliver ASC in Torbay.</p> <p>The current governance arrangements – the Social Care Program Board, does not directly link into The Council’s structure.</p>
3.	<p>What options have been considered?</p> <p>The option under consideration is the only one being proposed currently.</p> <p>The Social Care Program Board is currently paused and agreement has been reached that it should be disbanded with new arrangements taking its place.</p>
4.	<p>What is the relationship with the priorities within the Partnership Memorandum and the Council’s Principles?</p> <p>Development of these proposals has been in the context of the following requirements and priorities.</p> <p>Torbay Council’s Priorities</p> <p>The Council has talked to residents, partners and community and voluntary sector partners about what we should be doing in Torbay. The Council has four visions:</p>

	<ul style="list-style-type: none"> • Thriving People. Through turning the tide on poverty and having high aspirations for each other. • Thriving Economy. Through creating an environment where businesses and jobs can grow and being the premier tourist resort in the UK • Tackling Climate Change. Through becoming carbon neutral and encouraging providers and partners to consider and mitigate the impact of their work on the environment. • Council Fit for the Future. Through creating a culture of partnership.
5.	<p>How does this proposal/issue contribute towards the Council's responsibilities as corporate parents?</p> <p>N/A</p>
6.	<p>How does this proposal/issue tackle poverty, deprivation and vulnerability?</p> <p>These proposals are intended to deal with key issues, aligned to the high level of deprivation in Torbay – which are notable within the region and nationally.</p> <p>In terms of Adult Social Care, the main difference between Torbay and comparators is the high activity level for adults 18-64 - approximately twice the average in 17/18. Activity data suggests good progress has been made in changing models of care for older people but models of care for those of working age remain heavily reliant on long-term residential care.</p>
7.	<p>How does the proposal/issue impact on people with learning disabilities?</p> <p>These proposals are intended to positively impact on all vulnerable adults, including those with learning disabilities.</p>
8.	<p>Who will be affected by this proposal and who do you need to consult with? How will the Council engage with the community? How can the Council empower the community?</p> <p>In April 2020, and for the next three years, Torbay Council transferred all of Adult Social Care Core funds and iBCF/BCF grants to Torbay and South Devon NHS Foundation Trust under a Section 75 arrangement. This money, in the main, is used to provide services – with all partners agreeing to a three year plan to reduce cost and improve the independence and wellbeing of our most vulnerable Torbay residents.</p> <p>Developing community led support and the community development proposals which underpin these proposals will be done using co-design</p>

	methodology – which goes beyond consultation and means that the community will jointly design the projects.
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Section 2: Implications and Impact Assessment

9.	<p>What are the financial and legal implications?</p> <p>The financial arrangements for ASC funding are under a Section 75 agreement with the NHS.</p>
10.	<p>What are the risks?</p> <p>The Adult Social Care Risk Share caps the financial risk for Torbay Council for the next three years.</p> <p>Without delivery of the plan, and due governance, there is the potential for increased cost to destabilise the arrangements. If Adult Social Care were to return to the Council we would regain responsibility for all spend.</p> <p>Torbay and South Devon NHS Foundation Trust report that Adult Social Care spend is higher than the financial arrangements agreed.</p>
11.	<p>Public Services Value (Social Value) Act 2012</p> <p>All allocation of monies will be undertaken in line with procurement regulations.</p>
12.	<p>What evidence / data / research have you gathered in relation to this proposal?</p> <p>Views have been sought from partners and incorporated into these proposals, which are aligned to those already in place for Children's Services.</p>
13.	<p>What are key findings from the consultation you have carried out?</p> <p>Partners are in agreement with the proposals.</p>
14.	<p>Amendments to Proposal / Mitigating Actions</p> <p>N/A</p>

Equality Impacts

15.	Identify the potential positive and negative impacts on specific groups			
	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact	
Older or younger people	Vulnerable people will receive joined up services and access to preventative community based activity.			
People with caring Responsibilities	Support and information will continue to be available to people with caring responsibilities			
People with a disability	Vulnerable people will receive joined up services and access to preventative community based activity.			
Women or men			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.	
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.	
Religion or belief (including lack of belief)			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.	
People who are lesbian, gay or bisexual			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.	

	People who are transgendered			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.
	People who are in a marriage or civil partnership	Vulnerable people will receive joined up services		N/A Adult Social Care is available equally to the whole population, dependent on eligibility.
	Women who are pregnant / on maternity leave			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.
	Socio-economic impacts (Including impact on child poverty issues and deprivation)			N/A
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	These proposals will align with Public Health priorities and are designed to have a positive impact.		
16.	Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above)	NONE		
17.	Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)	NONE		

Appendix One – ASC Plan - Projects Reinstatement

Plan reinstatement	Project Name	Desired Outcome
Amended	PoC Review & Insight	All PoCs reviewed under Care Act 2014; CLS & strength-based; post-COVID-19 reinstatement
New	Data	Accessible data for ASC System leadership and operational measurement
New	Training	Transfer of CLS to business as usual; project insights for ongoing dynamic training
Amended	Voluntary & Community Development	Understanding the sector; supporting the sector; developing the sector
Amended	Information, Advice & Guidance	Provide comprehensive information and advice about care and support services in Torbay
No change	Technology, Aids & Adaptions	Effective use of TEC, aids and adaptions at ASC Front Door and reviewed packages of care
Amended	ASC Front Door	Redesign the front door creating effective mechanisms for finding solutions for people and their problems which can then demonstrate impact in terms of diversions from formal care, delivering good outcomes and avoiding adult social care costs
No change	Arranging Support Team (2)	An operational function to allow for arranging all care and the efficient discharge of patients to their arranged care, negotiated by the AST, and will include an assurance function for timely and effective reviews.
No change	Future Quality & Assurance	Market oversight and provider failure, including undertaking improvement work with regulated provider sector and assurance activities that the sector is effective.
No change	Extra Care & Housing	Capital Development activities (project specific)
No change	Market Shaping	Understand the strengths and fragility of the care home market, and to link with the homecare market which is equally under pressure. Create ability to be bolder and do things differently in to shape the market.
Amended	Effective Social Work Practice	Increase the number of staff supervisions; Reduce the time between supervisions taking place; Variance within the staff supervision process eliminated; Increase number of staff working in a strengths based way;

Plan reinstatement	Project Name	Desired Outcome
		Reduce the length of time a case has been open: review the way staff performance is currently measured and reported including the governance structure.
No change	Digital & IT Infrastructure: Strata	Understand current business process; strength business process, managed and then optimise process using technology; integrating with Care Management Systems and national capacity tracker.
No change	Digital & IT Infrastructure: ASC Case Management System & Beyond	IT system implementation – replacement of PARIS.
No change	MH consultant-led approach	Develop a MH approach to provide efficient and effective mental health services for Torbay.
New	Innovation Hub	Work with local health and care teams in Torbay, AHSNs, national commissioners (NHS England & Improvement, NHSX, Office for Life Sciences) and industry to make sure Torbay benefits from innovations and to learn about what works from project insights.

Appendix Two

Adult Social Care Improvement Board Terms of Reference and Operation

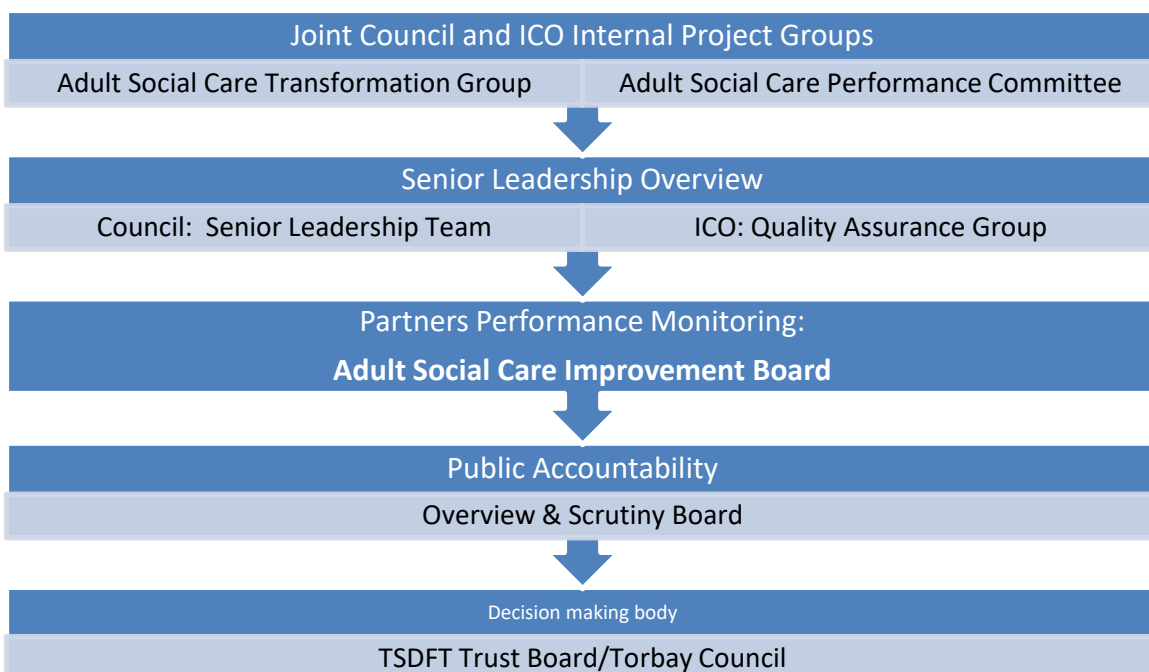
Membership:

- Three members of Torbay Council (Council) (one from each political group and including Cabinet Member for Adult Social Care and Public Health)
- One Non-Executive Director from Torbay and South Devon NHS Foundation Trust (ICO)
- Torbay and South Devon NHS Foundation Trust Chief Nurse
- Torbay and South Devon NHS Foundation Trust Director of Strategy
- Representative from Torbay Healthwatch
- Representative from Torbay Community & Voluntary Sector Steering Group
- Deputy Director of Adult Social Services
- Head of Partnerships and People, Torbay Council
- Head of Improvement and Development, Torbay Council
- Head of Finance, Torbay Council
- System Director for Torbay and South Devon NHS Foundation Trust
- Devon Partnership Trust Representative
- Independent representative (*to be identified*)

Accountability and reporting mechanism:

- The Improvement Board has no decision-making powers and will make recommendations when necessary to respective decision-making bodies
- Members are accountable to their own organisations

Reporting mechanism:



Operation:

- Chairing rotated annually between the Council and ICO and elected by the Board
- Quarterly meetings with an annual schedule of meetings agreed
- Meetings held in private to allow open discussion on confidential performance information. Other partners and stakeholders will be invited to attend when required
- Recommendations will be reached by consensus. Where consensus cannot be reached, voting will take place and recommendations agreed by a simple majority. The Chairman will have the casting vote where there are equal votes.
- The quorum of a third of the membership applies with at least one member from each organisation.
- The Board will be supported by:
 - Council – Director of Adult Social Care and Head of Finance
 - Trust – Deputy Director of Adult Social Care; Associate Director for Social Care; Director of Strategy; Director of Finance
- Minutes of recommendations taken at meetings will be circulated to each partner as soon as practicable

Terms of reference:

1. To provide oversight from both partners' perspective of the Adult Social Care Improvement Plan to ensure it is delivering against its key targets and objectives by reviewing performance information and to monitor the delivery of programme of work within the plan.
2. To hold both the ICO and the Council to account for the delivery of the outcomes of the Adult Social Care Improvement Plan, including challenging the robustness and relevance of the programme of work that has been set.
3. To ensure the savings targets set within the Adult Social Care Improvement Plan are being met.
4. To identify potential opportunities for wider working across the NHS and the Council, for example One Public Estate.
5. To make recommendations when required to appropriate decision-makers with the Torbay and South Devon NHS Foundation Trust and/or the Council, based on the reporting mechanism outlined above and to ensure the delivery of the Adult Social Care Improvement Plan.

June 2020