



Report to Policy Committee

Author/Lead Officer of Report: Liam Duggan

Tel: 077 9111 9860

Report of: Director Adult Health and Social Care
Report to: Adult Health and Social Care Policy Committee
Date of Decision: 21st September 2022
Subject: Adult Social Care Budget Programme 2023/2024

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 1248				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Part B of this Report is not for publication because it contains exempt information under Paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended).				

Purpose of Report:

The purpose of this report is to set out the financial pressures facing the Health and Social Care Policy Committee in 2023/24 and to provide an update on progress to date in identifying mitigations for these pressures.

Recommendations:

The Adult Health and Social Care Policy Committee is recommended to -

1. Acknowledge the recommendation approved at the Strategy and Resources Committee on [5 July 2022](#) that “Policy Committees will be asked to develop savings / additional income options that cover their own pressures – in effect cash standstill” and to “require Policy Committees to report at their meetings in September on how they can balance their budgets.”
2. Note, as this Committee's initial response to the Strategy and Resources Committee's request, the set of budget proposals set out in this report, including Part B.
3. Note that Officers will now work with Members to consult with relevant stakeholders (including with partners, trades unions and in respect of equalities and climate change) on the proposals in this report so as to inform final budget proposals.
4. Note that Officers will work to develop any necessary detailed implementation plans for the proposals in this report so that the proposals, if ultimately approved, can be implemented as planned before or during the 2023/24 financial year.
5. Ask to receive a further report in November that will set out the final budget for this Committee following consultation and any adjustments requested by the Strategy and Resources Committee.

Background Papers:

(Insert details of any background papers used in the compilation of the report.)

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Ann Hardy
		Legal: Patrick Chisolm
		Equalities & Consultation: Ed Sexton

		Climate: Jessica Rick
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	SLB member who approved submission:	Alexis Chappell
3	Committee Chair consulted:	Angela Argenzio
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Liam Duggan</i>	Job Title: <i>Assistant Director, Care Governance and Financial inclusion</i>
	Date: 12 th September 2022	

1.0 PROPOSAL

- 1.1 Each Committee is required to deliver a cash standstill budget for 2023/24, which requires them to find mitigations for any Service pressures over above 2022/23 budget. The purpose of this is to allow the Council to achieve a balanced position for 2023/24 by the time the Strategy and Resources meets on 12 October 2022.
- 1.2 The pressures and savings proposals to address this are set out in this paper. Currently this Committee has met its target of identifying options for balancing the 2023/24 budget.
- 1.3 Further work will be required to ensure delivery plans are in place.
- 1.4 All Committees savings proposals will be considered by the Strategy & Resources Committee before final sign off to ensure a balance 2023/24 budget for the Council as a whole.
- 1.5 Adult Health and Social Care is facing new financial pressure of £25,044,000 in the financial year 2023/24. This is detailed as follows, and in more detail in Part B of the Report:

Pressure	Description	Value £'000
1. Demand/ growth	Forecast growth in demand for care and support services	6,391
2. Fee rate	Annual uplifts to rates linked to inflation and pay	13,868
3. Pay award	Annual cost of living increases to pay	2,725
4. Loss of income	Reduction in income/ temporary grant	696
5. Other	Other costs including staffing, fleet etc	1,364
TOTAL		25,044

- 1.6 As of 13th September 2022, the value of savings proposals so far developed totals £25.044m. This breaks down as detailed in Tables A and B below. Further details on these proposals are set out in sections 2-9 and in Part B of the Report.
- 1.7 The savings set out in Table A are proposals which have been updated and developed in line with our vision and strategy, our existing change programme and following benchmarking with other local authorities and external review. Further information on benchmarking and external review is available in the accompanying report to this committee entitled, 'Effective Use of Resources and Financial Recovery Plan Update'.

Table A – Proposals		
Saving	Description	Value £'000
1. Reviewing costs that increased during covid	Reviewing support which increased during the pandemic emergency	3,782
2. Mitigating new costs	Promoting independence	2,734
3. Recommissioning community support	Savings linked to the development of our community support offer	1,099
4. Residential care offer	Savings linked to the development of our residential care offer	2,018
5. Income and grant	Income from contributions and grant/ other income	9,214
6. Disinvestment	Reduction in spend	1,241
7. Other	Other savings which don't fit into the above categories	1,565
TOTAL		21,653

- 1.8 Savings set out in Table B below are additional proposals which have been developed in order to further reduce costs in 2023/24 and achieve a balanced position for 2023/24

Table B – Additional Proposals		
Saving	Description	Value £'000
Additional	Further savings to close the budget gap	3,391
		3,391

- 1.9 A further breakdown of each savings line is provided in more detail in the following sections of this report.
- 1.10 The current forecast for the delivery of savings in 2022/23 and the actions being taken to optimise delivery in 2022/23 is set out in the accompanying report to this committee entitled 'Effective Use of Resources and Financial Recovery Plan Update'.
- 1.11 Any 2022/23 savings not delivered in year will need to be delivered in 2023/24.

2.0 LIVING AND AGEING WELL PROPOSALS

2.1 The Living and Ageing Well Service is responsible for the care and support of Older People (65+). It includes assessment and review, occupational therapy, in house and commissioned older adults homecare and day services, residential care, hospital discharge, out of hours support, older adult mental health provision and community alarm/ technology-enabled care.

2.2 The permanent budget for Living and Ageing Well as at July 2022 is as follows:

	Value £'000	% Total Adults Budget
Income	80,596	-
SCC Cash limit (net) budget	54,113	41%
Total Gross Budget	134,708	49%

2.3 The cost pressure forecast for the Living and Ageing Well service in 2023/24 is set out in the table below: -

Pressure	Value £'000
Pay Award	1,511
Fees	6,579
Growth	1,366
Recovery Plans	316
Fleet vehicles	32
Trusted Assessor TUPE gap	30
Loss of income	130
TOTAL	9,964

2.4 Benchmarking information indicates we support broadly the same number of older people as our comparator Local Authorities.

2.5 We have a higher spend on older people, especially in homecare, where our average package cost has been increasing significantly since the pandemic emergency and is now much higher than that of many other local authorities. Further information on benchmarking is set out in the accompanying 'Effective Use of Resources and Financial Recovery Plan Update' report to this committee.

2.6 Our strategic intent for the delivery of services is for a more flexible system that facilitates shorter term support and enables people to be more independent and support that is more community based.

2.7 Savings proposals so far identified for the Living and Ageing Well service are set out in the table below: -

Living and Ageing Well 23/24 savings proposals	Value £'000
Reviewing costs that increased during Covid	2,315
Mitigating new costs	422
Recommissioning Community Support	520
Residential and Extra Care offer	615
Maximising Income	1,926
External Funding	6,000
Disinvestment	773
Joint efficiencies	400
Total	12,971

- 2.8 The 2022/23 savings programme has a strong focus on the review of support packages which significantly increased during Covid. These reviews will continue into 2023/24 as will a programme of reprovisioning 'direct award' homecare (which arose during and immediately after the pandemic emergency) onto the Council's framework contract.
- 2.9 A focus on prevention and enabling support will reduce the projected growth in cost of new homecare support in 2023/24. This will be achieved through short term enablement work and through a re-designed early help model.
- 2.10 The new homecare model will go live from April 2023 and will start to deliver improved outcomes and financial benefits in 2023/24. Providers will be focused on the delivery of outcomes and will take an active role in promoting independence. A new Supported Living contract will support the delivery of savings too.
- 2.11 An improved residential and extra care offer will provide attractive, more fit for purpose and higher quality support for older people with complex needs than currently available alternatives. And the cost of high needs support will be consistent and fair.
- 2.12 Standard annual reviews of financial assessments following national benefit uplifts deliver an annual increase to contribution income each year. Faster financial assessments, financial inclusion work, improved debt recovery and improved arrangements for charging people for direct delivered services will also drive income contributions.
- 2.13 Government is providing around £6m grant for Sheffield in 2023/24 to support movement towards the funding of a 'fair cost of care' in older people's homecare and residential care which will offset fee rate pressures in 2023/24. A proposal was agreed at Finance Sub Committee on 6th September to accept £2.427m of NHS funding to fund additional social care to enable people to return home from hospital when well.
- 2.14 Disinvestment will be made in temporary projects, linked to the recovery plan, coming to an end as planned.

- 2.15 The changes resulting from national charging reform are set out in the accompanying report to this committee entitled *Implementation of the Social Care Charging Reforms*. Government has committed to the grant funding of any resulting pressures for Councils which emerge as a result of these national changes and for this reason the changes are assumed to be cost neutral for the purposes of business planning and are therefore not recorded in this report.

3.0 ADULTS WITH A DISABILITY

- 3.1 The Adults with a Disability Service is responsible for the care and support of working age people (18-64) with a learning disability or physical disability. It includes assessment and review, in house and commissioned community support, residential care, transitions, sensory impairment services and continuing healthcare.

- 3.2 The permanent budget for Adults with a Disability as at July 2022 is detailed below:

Adults with a Disability Budget		
	Value £'000	% Total Adults Budget
Income	54,211	-
Cash limit (net) budget	53,102	40%
Total gross budget	107,313	39%

- 3.3 The cost pressure forecast for the Adults with a Disability service in 2023/24 are set out in the Table E below

Pressure	Value £'000
Pay Award	321
Fees	6,118
Growth	4,332
Loss of income	206
TOTAL	10,977

- 3.4 Benchmarking information does not show Sheffield to be supporting a higher number of people than other local authorities or have higher overall care costs than other local authorities. However there has been significant growth in packages during Covid alongside a steady increase in the average weekly cost of ongoing people in support. There is also some evidence of higher residential unit costs for people with Physical Disabilities.

- 3.5 Savings proposals so far identified for the Adults with a disability service are set out in Table F below

Adults with a disability 23/24 savings proposals	Value £'000
Reviewing costs that increased during Covid	1,467
Mitigating new costs	1,869

Recommissioning Community Support	579
Residential Care Framework	372
Ongoing benefits of 22/23 projects	550
Joint efficiencies	600
Total	5,437

- 3.6 Continuing reviews of support which increased during Covid will have financial implications in 2023/24. These increases were seen most in Direct Payment budgets and so this will be the focus of the review conversation. The new Direct Payment Advice Service launched in 2022/23 and internal support team will improve the quality of support available to direct payment recipients and targeted use of Occupational Therapy will support people with physical disabilities to achieve greater independence.
- 3.7 Our new operating model for adult social care has been designed and will be operational by 2023/24. This will create a dedicated, specialist service for the support of working age people with a disability and more efficient ways of working which will allow for good quality conversations with people as their needs change. The way we support people transitioning from younger peoples services to adults services is also changing and we have plans for improvements to the support we offer informal family carers.
- 3.8 We are working with NHS commissioners in the Integrated care System (ICS) to improve the experience of people receiving support funding by both the Local Authority and NHS. Closer integration will improve outcomes for people and reduce shared costs across the health and social care system.
- 3.9 We will be seeking committee approval in 2022/23 for the recommissioning of existing Supported Living, Day Services and Short Breaks support. These new arrangements will improve support to people, improve outcomes including independence and create opportunities for efficiencies from assistive technology, night rates, 1-1 monitoring, vacancies and improved matching.
- 3.10 In 2023/24 we will be establishing standard framework bed rates for residential care for Working Age Adults. This will improve consistency and value for money and will help provide assurance that everyone is receiving the support they need.
- 3.11 There will be a financial benefit to the council from work undertaken in 2022/23 to reduce void payments and annual increases to charges for directly delivered services will provide a small increase income.

4.0 MENTAL HEALTH AND SAFEGUARDING

- 4.1 The mental Health and Safeguarding Service is responsible for the care and support of working age people with mental health needs. It includes assessment and review, community support and residential care, Deprivation of Liberty/ Best Interest Assessors, Forensic social work as well as the First Contact Service and Multi Agency Safeguarding Hub.

4.2 The permanent budget for Mental Health and Safeguarding as at July 2022 is as follows:

	Value £'000	% Total Adults Budget
Income	6,051	-
Cash limit (net) budget	16,035	12%
Total gross budget	22,086	8%

4.3 The cost pressure forecast for the Mental Health and Safeguarding service in 2023/24 is set out in the table below

Pressure	Value £'000
Pay Award	320
Fees	1,171
Growth	693
Outcome payments	881
TOTAL	3,065

4.4 Benchmarking information indicates that we support a very high number of people in residential care compared with other local authorities. Our costs relating to residential care also appear to be high.

4.5 Savings proposals so far identified for the Mental Health and Safeguarding service are set out in the table below

Mental Health and safeguarding 23/24 savings proposals	Value £'000
Residential care	1,031
Mitigating new costs	443
Income and funding	1,088
Total	2,562

4.6 Our key priority in Mental Health is to support more people currently in residential care to live more independent lives in the community. Our Promoting Independence Project is supporting people to move from residential care to less restrictive care in communities settings at a lower cost.

4.7 The Mental Health social care assessment and care management workforce will transfer back from the Sheffield Health and Care Trust to the Council by 2023/24. This will provide greater opportunity for peer support, professional development, and alignment with strengths-based best practice across all social work teams. Driving quality of practice through our new Practice Quality Framework and workforce strategy will improve the quality of conversations, promote independence, and deliver better outcomes. It is also expected to result in the identification of additional contributions income.

4.8 To address the high number of people being supported in Mental Health overall new arrangements including peer review will also be brought in to review need and ensure that everyone is receiving the support they need live as independently as they can.

4.9 Continuing Health Care income budgets will be adjusted to reflect the current and forecast levels of funding in place. Additional Lifechances income is forecast from the Promoting Independence Project.

5.0 COMMISSONING AND PARTNERSHIPS

5.1 The Commissioning and Partnerships Service is responsible for the commissioning and contract management of Adult Health and Social Care external services.

5.2 The permanent budget for Commissioning and Partnerships as at July 2022 is as follows:

	Value £'000	% Total Adults Budget
Income	845	-
Cash limit (net) budget	4,073	2%
Total gross budget	3,221	1%

5.3 The cost pressure forecast for the Commissioning and Partnerships service in 2023/24 is set out in the table below

Pressure	Value £'000
Pay Award	199
Loss of income	160
TOTAL	359

5.4 Savings proposals so far identified for the Commissioning and Partnerships service are set out in the table below

Commissioning and Partnerships 23/24 savings proposals	Value £'000
Disinvestment	468
Total	468

5.5 Disinvestment will be made in temporary project arrangements put in place to implement the new homecare transformation project. There will also be a reduction to staffing budgets following a temporary increase, the integration of Strategic and Operational Commissioning teams, and the voluntary release of staff from the new combined team in 2022/23.

5.6 A review of joint Health and Social Care commissioning activity across the Better Care Fund will be brought to this Committee in November. From this

review it is anticipated that opportunities for more effective delivery of outcomes and more efficient use of resources can be identified.

6.0 CHIEF SOCIAL WORK OFFICER

6.1 The Chief Social Work Officer is the principal social worker, Cauldicot Guardian and nominated lead for CQC and Social Work England. They are responsible for Workforce Planning and Practice Development, Quality Assurance, protecting people and business continuity.

6.2 The permanent budget for the Chief Social Worker Service as at July 2022 is as follows:

	Value £'000	% Total Adults Budget
Income	406	-
Cash limit (net) budget	1,995	2%
Total gross budget	2,401	1%

6.3 The cost pressure forecast for the Chief Social Worker Service in 2023/24 is set out in the table below

Pressure	Value £'000
Pay Award	62
Investment in Citizens Board and staff development	
TOTAL	167

6.4 No savings are identified for this service area.

7.0 GOVERNANCE AND FINANCIAL INCLUSION

7.1 The Governance and Financial Inclusion Service is responsible for Care Governance and Compliance, Financial Inclusion and Income Management and operational governance including business support.

7.2 The permanent budget for Care Governance and Financial Inclusion as at July 2022 is as follows:

	Value £'000	% Total Adults Budget
Income	418	-
Cash limit (net) budget	4,179	3%
Total gross budget	4,596	2%

7.3 The cost pressure forecast for the Care Governance and Financial Inclusion service in 2023/24 is set out in the table below

Pressure	Value £'000
Pay Award	287
TOTAL	287

7.4 Savings proposals so far identified for the Care Governance and Financial service are set out in the table below

Governance and Financial Inclusion 23/24 savings proposals	Value £'000
Other savings	15
Total	15

7.5 This service area is responsible for generating the income and payments savings which are realised in the Living and Ageing Well purchasing budgets. In 2023/24 an invest to save will create capacity in the team to meet growing demand and improve recovery rates.

7.6 Other budget reductions will be made to remove temporary staff budget and to reduce costs where this is being picked up elsewhere.

8.0 INTEGRATED COMMISSIONING

8.1 The Integrated Commissioning Service is part of the Education, Skills and Families Directorate. It is responsible for the commissioning of some services within the responsibility of the Adult Health and Social Care Policy Committee including Housing Related Support, Drugs and Alcohol Services, Partnership Funding and Community Wellbeing support.

8.2 The budget for Integrated Commissioning, *within the responsibility of this Committee*, is as follows:

	Value £'000	% Total Adults Budget
Income	9,245	-
Cash limit (net) budget	7,083	Not a part of the Adults Service
Total gross budget	16,328	Not a part of the Adults service

8.3 The cost pressure forecast for the Integrated Commissioning service in 2023/24 is set out in the table below

Pressure	Value £'000
Pay Award	25
Temporary funding ends	200
TOTAL	225

8.4 Savings proposals so far identified for the Integrated Commissioning service are set out in the table below

Integrated Commissioning 23/24 savings proposals	Value £'000
Additional funding	200
Service Review	25

Total	225
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8.5 Additional funding will be sought to offset the ending of temporary funding.

9.0 ADDITIONAL PROPOSALS

9.1 Additional proposals have been developed in order to meet the budget gap which remains following the development of proposals set out in sections 2-8 above.

Additional 23/24 savings proposals	Value £'000
Additional proposals	3,391
Total	3,391

9.2 These proposals are higher risk than the proposals in other sections of the report, they are in an early stage of development and would require further work, communication and consultation before they can be shared more widely.

10.0 HOW DOES THIS DECISION CONTRIBUTE ?

10.1 The purpose of this report is to set out proposals that will allow the Council to deliver its Health and Social Care statutory duties within available resources in 2023/24 whilst making improvements to the quality of experience and outcomes of people its supports in line with its vision/strategy for Adult Health and Social Care.

10.2 Our long-term strategy for Adult Health and Social Care sets out the outcomes we are driving for as a service, and the commitments we will follow to deliver those outcomes:

- Support people to live a fulfilling life at home, connected to the community and resources around them, and provide care and support where needed.
- Provide temporary assistance to help people regain some stability and control in their life following ill health or crisis.
- Provide care and support with accommodation were this is needed in a safe and supportive environment that can be called home.
- Make sure support is led by 'what matters to you,' with helpful information and easier to understand steps.
- Recognise and value unpaid carers and the social care workforce and the contribution they make to our city.
- Make sure there is a good choice of affordable care and support available, with a focus on people's experiences and improving quality.

10.3 The development of the proposals in section 2-8 of this paper are consistent with the three key elements of our financial strategy; 1. Supporting people to be independent 2. Secure income and funding streams and 3. Good governance.

11.0 HAS THERE BEEN ANY CONSULTATION?

- 11.1 Where the service offer is being improved, recommissioned, or re-designed there will be a dedicated process of engagement and /or consultation with people. Some improvements with a budget impact in 2023/24 are already in process e.g. Homecare Transformation and these have already been subject to consultation. Other proposals such as the new Target Operating Model are heavily informed by consultation undertaken to develop the 2022 Adult Social Care vision and strategy, and other changes including improvements to transitions processes will be consulted on in due course.
- 11.2 Many of the proposals in this report relate to the individual review of support being offered to people to ensure that it is fit for purpose and appropriate following the ending of the Covid pandemic, or the recommissioning of new services, or following other changes in circumstances. Changes in support following review may increase or reduce costs but will always result from an individual assessment of need.
- 11.3 Some of the proposals in this report relate to staffing reductions. Where this is the case staff have already been consulted and the reductions have been achieved on a voluntary basis.
- 11.4 Some of the proposals result from nationally mandated changes by Government. e.g. Charging reform. The Council has a legal duty to implement these proposals but where there is local discretion people will be involved in the co-design of the new arrangements.
- 11.5 Other proposals will require consultation and/ or communication prior to a decision to implement them.

12.0 RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

12.1 Equality Implications

- 12.1.1 Equality Impact Assessments (EIA) are underway for all the proposals within this report.
- 12.1.2 A number of proposals are designed to improve the health outcomes or the personal outcomes of disabled people, older people or carers and so will have a positive impact on people with protected characteristics. Other proposals will have a mixed, limited or neutral impact on people with these protected characteristics.
- 12.1.3 None of the proposals so far described in sections 2-8 of this report are expected to have adverse impacts on any group of people with protected characteristics. No proposals in these sections have yet been identified which have a primary impact on grounds of race, sex, sexual orientation, transgender or cohesion.
- 12.1.4 A small number of proposals in development and described in section 9 of this report could have adverse impacts. Any impacts identified will be

mitigated as far as possible through the development and consultation processes.

- 12.1.5 EIAs are live documents and will be kept up to date as proposals are further developed and, as appropriate, consulted upon. Further proposals will be required to balance the budget gap and EIAs will be undertaken for those as they are identified and brought forward.

12.2 Financial and Commercial Implications

- 12.2.1 Each Committee is required to deliver a cash standstill budget for 2023/24, which requires them to find mitigations for any Service pressures over above 2022/23 budget. The purpose of this is to allow the Council to achieve a balanced position for 2023/24 by the time the Strategy and Resources meets on 12 October 2022.

- 12.2.2 The pressures and savings proposals to address this are set out in this paper. Currently this Committee has met its financial target as summarised in the table below.

12.2.3

Adult Committee summary financial position		2023/24
Pressures	Living and Ageing Well	9,964
Savings	Living and Ageing Well	- 12,971
Pressures	Adults with Disabilities	10,977
Savings	Adults with Disabilities	- 5,437
Pressures	MH & Safeguarding	3,065
Savings	MH & Safeguarding	- 2,562
Pressures	Commissioning & Partnerships	359
Savings	Commissioning & Partnerships	- 468
Pressures	Governance & Financial Inclusion	287
Savings	Governance & Financial Inclusion	- 15
Pressures	Chief Social Worker	167
Savings	Chief Social Worker	-
Pressures	Integrated Commissioning	225
Savings	Integrated Commissioning	- 200
SUB TOTAL		3,391
Additional proposals		- 3,391
GRAND TOTAL	Budget shortfall	0

- 12.2.4 All Committees savings proposals will be considered by the Strategy & Resources Committee before final sign off to ensure a balance 2023/24 budget for the Council as a whole.

12.3 Legal Implications

- 12.3.1 By law, SCC must set and deliver a balanced budget, which is a financial plan based on sound assumptions. This can consider cost savings and/or local income growth strategies, as well as use of reserves. However, a

budget will not be balanced where it reduces reserves to unacceptably low levels under section 25 of the Local Government Act 2003, which sets obligations of adequacy on controlled reserves.

12.3.2 The recommendations in this Report contribute to the process of setting a budget but do not otherwise have any immediate legal implications.

12.3.3 Implementation of the specific proposals outlined in this report may require further decisions in due course, which will need to be made in accordance with the council Constitution. It is important to note that in making these decisions, full consideration of the Council's legal duties and contractual obligations will be needed.

12.3.4 The Council needs to be satisfied that it can continue to meet its statutory duties and meet the needs of vulnerable young people and adults. The proposals in this report have been drawn up on the basis that they will enable the Council to continue to meet its statutory duties and the needs of the most vulnerable. Where the proposals involve changes in legal relationships such as new contracts, it will be necessary to ensure that the necessary processes are followed.

12.4 Climate Implications

12.4.1 No climate implications arise from the committee decisions arising from this report

12.4.2 Most of the proposals in this report relate to the provision of individual support provided to people in receipt of care and support and as such have no climate implications.

12.4.3 Where proposals involve the recommissioning or redesign of services, separate individual committee approval will be required including a standalone assessment of climate implications.

12.5 Other Implications

12.5.1 High reliance on review throughput and practice – ongoing development work around governance will be critical to ensure practice quality framework is developed and embedded and our workforce offer in place that attracts and retains the right people

13.0 ALTERNATIVE OPTIONS CONSIDERED

13.1 There are no alternative options for consideration at this stage.

14.0 REASONS FOR RECOMMENDATIONS

- 14.1 The proposals put forward in sections 2-8 of this paper are recommended on the basis that they
- Are consistent with a person-centred approach and the provision of support designed to meet the individual's needs
 - Are consistent with our vision/ strategy to improve independence and support people to live the life they want to live
 - Support the ongoing improvement of adult social care services in Sheffield
 - Are guided by an evidence base, benchmarking and/ or trend data which identifies areas of spend where disinvestment, subject to individual review, can most likely be made without detriment
 - Enable the Council to continue to meet its legal duties
- 14.2 Proposals set out in section 9 of this report are required to reach a balanced financial position for 2023/24.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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Report to Policy Committee

Author/Lead Officer of Report:

Alexis Chappell, Director Adult Health and Social Care

Contact:

Report of: Director of Adult Health & Social Care

Report to: Adult Health and Social Care Policy Committee

Date of Decision: 21st September 2022

Subject: *Director of Adult Social Services (DASS) Report to Committee*

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, what EIA reference number has it been given?				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
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Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below: -				
<p><i>"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."</i></p>				

Purpose of Report:

This paper provides a Director's update regards the performance and governance of Adult Health and Social Care Services, including progress in meeting DASS accountabilities and delivering on our statutory requirements.

It also provides an update regards Adult Health and Social Care progress in relation to the Council's Delivery Plan and key strategic events and issues on the horizon.

Recommendations

It is recommended that Adult Health and Social Care Policy Committee:

- Notes the Director of Adult Health and Social Care report

Background Papers:

Lead Officer to complete: -	
1	<p>I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.</p> <p>Finance:</p> <p>Legal: Sarah Bennett</p> <p>Equalities & Consultation: Ed Sexton</p> <p>Climate:</p>
	<p><i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i></p>
2	<p>SLB member who approved submission:</p> <p><i>Alexis Chappell</i></p>
3	<p>Committee Chair consulted:</p> <p><i>Councillor George Lindars-Hammond and Councillor Angela Argenzio</i></p>
4	<p>I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.</p> <p>Lead Officer Name: Alexis Chappell</p> <p>Job Title: Director Adult Health and Social Care</p> <p>Date: 12th September 2022</p>

1	PROPOSAL
1.1	This paper provides a Director’s update regards Adult Health and Social Care Services, including progress in meeting DASS accountabilities and delivering on local and national reforms and our change programme.
2.0	BACKGROUND
2.1	This report starts with a thank you to all of the social care sector, our teams and partners, who work consistently work well together to deliver the best outcomes for people of the City.
2.2	Adult Health and Social Care is about people. It is about improving the outcomes, experiences, and wellbeing of people of Sheffield, their families, carers, and our workforce.
2.3	It is also about partnership and its about building and strengthening our relationships within our partnerships so that we can build trust and opportunities for collaboration across the City, which ultimately benefit individuals, carers and our workforce.
2.4	<p>Over the past 20 months we have made significant inroads in achieving and delivering upon our vision and our ambition to improve outcomes of people of Sheffield which is described in our strategy¹ and accompanying Delivery Plan² - Living the Life You Want to Live:</p> <p><i>Everyone in Sheffield lives in a place they can call home, in communities that care, doing things that matter to them, celebrated for who they are - and when they need it, they receive care and support that prioritises independence, choice, and recovery’.</i></p>
2.5	<p>These inroads, are being made at a time of significant change and reform across adult social care at a time where all adult social care services are continuing to respond to the pandemic, the cost of living and energy crisis as well as prepare for the introduction of the: -</p> <ul style="list-style-type: none"> • Social Care Charging Reforms • Fair Cost of Care and Market Sustainability Planning • Care Quality Commission (CQC) Adult Social Care Assurance Framework • Liberty Protection Safeguards and further strengthening of our approaches preventing abuse and harm to individuals and protecting individual’s human rights. • Changes to the Mental Health Act along with significant increase in mental health contacts during the pandemic. • Reporting on our Social Care Workforce Capacity • Integration and the development of the new Integrated Care Systems, which also includes an assurance framework.

¹ Adult Social Care Strategy - [Living the life you want to live Sheffield's adult social care vision 2021 to 2030](#)

² Adult Social Care Delivery Plan - [11. Appendix 1 - Adult Social Care Delivery Plan.pdf \(sheffield.gov.uk\)](#)

2.6	<p>These national reforms have been incorporated into the five-year Adult Social Care Change Programme, which was developed in June 2021, after a period of self-assessment using <i>LGA Towards Excellence in Social Care</i> to provide a framework, governance structure and focus which ensures that we deliver on our vision and in doing so improve individuals and carers outcomes, tackle inequalities and experiences and quality of social care across the City.</p>
2.7	<p>Progress updates on the Change Programme and our preparations for introduction of national reforms were subsequently reported to Health & Adult Social Care Scrutiny & Policy Development Committee Scrutiny Committee on November 2021³, March 2022⁴, ⁵, Education, Health, and Care Transition Committee regards our homecare transformation and independent living plans and are built into the programme of the Adult Health and Social Care Policy Committee for 2022/ 2023.</p>
2.8	<p>Updates are provided in this report and it is intended that a full report on the progress with the change programme will be provided to November Committee as part of the Adult Social Care Local Account and DASS Statutory Assurance Statement for approval.</p>
2.9	<p>To this end, this report sets out updates in relation to:</p> <ul style="list-style-type: none"> • Leadership and Operating Model of Adult Health and Social Care • Improving Outcomes and Tackling Inequalities • Valuing our Social Care Workforce • Financial and Legal Governance
	<p>Leadership and Operating Model</p>
2.10	<p>Over the past year, the Service has refreshed and strengthened our leadership arrangements to build capacity to take forward the significant local and national changes that are required and lay the foundations for greater integrated working with partners across the City. The new arrangements will be fully implemented by November 2022 and were summarised in a report to Committee on 15th June 2022.</p>
2.11	<p>At the same time, the service has also been taking forward the design and development of a community integrated model structured around care groups and joint working with health, housing, and voluntary sector colleagues. Consultation is presently underway and it's aimed that this is completed by November 2022 with implementation through 2023.</p>
2.12	<p>At the November Committee, proposals for a new operating model for Adult Health and Social Care will be brought for approval. The new model will aim to establish the operating conditions to deliver on our vision, deliver improved</p>
<p>³ Adult Social Care Update - Scrutiny Report Social Care 24.11.21.pdf (sheffield.gov.uk) ⁴ Adult Social Care Update - Scrutiny Report AHSC Change Programme 16.3.22.pdf (sheffield.gov.uk) ⁵ Adult Social Care Update - Scrutiny Report - CQC New ASC Assessment Framework - Inspection Readiness Update - Final Version - 0.pdf (sheffield.gov.uk)</p>	<p>outcomes and experiences of social care in the City and deliver greater strategic, tactical, and operational joined up working with partners across the City.</p>

2.16	<p>To provide assurances to the Committee regards Adult Health and Social care performance and delivery upon the indicators and milestones contained within the Councils Delivery Plan, for the November Committee its intended to deliver the following:</p> <ul style="list-style-type: none"> • A performance dashboard with key service indicators and associated Directorate Delivery Plan, aligned to the Council Delivery Plan, setting out a high-level overview of our performance, benchmark, and trajectory towards achieving an excellent quality and high performing adult social care service. • A health and care outcomes framework to demonstrate the impact of health and care in the City on people of Sheffield and our workforce. • A Director of Adult Social Care Assurance Statement setting out current compliance with duties. Any improvements identified will be added to the directorate delivery plan. • A Local Account setting out our performance and priorities for 2023 – 2024.
2.17	<p>In addition, to this working in an integrated way with health colleagues has been a key priority for the service and with that a number of developments are underway which includes establishing joined up approaches which set out to improve:</p> <ul style="list-style-type: none"> • Our quality of health and care through development of a joint quality board • Support to people with a learning disability, people who are autistic, people experiencing mental ill health, older adults and people with dementia through looking at our pathways, resources, commissioning and support options across health, care, and housing. • Individuals experience of safeguarding, discharge from hospital and access to support.
2.18	<p>Valuing our Social Care Workforce</p> <p>It is not underestimated the impact the multiple reforms, pandemic, cost of living and financial challenges have on our workforce and to that end its important that there is an ongoing focus on our workforce wellbeing, nourishment, and development across both council and commissioned services.</p>
2.20	<p>To that end, several developments are underway to value our workforce and promote recruitment and retention which include implementing:</p>

	<ul style="list-style-type: none"> • A consultation to implement career progression and workforce development schemes for social workers, social care professionals and social care staff across the Council. • Learning and development and workforce development as part of our new recommissioning frameworks. • Developing a workforce plan and development strategy for launch in 2023 which sets out how an approach towards valuing our social care workforce. • Promoting apprenticeships across social care. • Developing a social care marketing and recruitment campaign to support recruitment to vacancies across the sector and see social care as positive career.
2.21	<p>Progress updates will be provided through the Directorate Delivery Plan and a report to Committee in February 2023 which will be seeking endorsement of our approach and a workforce plan.</p>
	<p>Financial and Legal Governance</p>
2.22	<p>In amongst the local and national changes and reform agenda, adult health and social care services are also responding to the financial challenges experienced locally and nationally. The impact of the financial challenges on adult social care were reported by ADASS (Association of Directors of Adult Social Care) spring budget survey⁹ with Directors of Adult Social Services in England expected to deliver a total of £597m in savings for this year (2022/23).</p>
2.23	<p>Cumulatively this means that adult social care services in England have been required to find £1.8bn in savings over the last three years. However, only 25% of Directors are fully confident they can deliver the expected savings this year and just 12% of Directors are confident that they have the resources to deliver on all of their legal responsibilities this year, and just 3% next year. This is a clear risk when faced with an introduction of a Care Quality Commission Adult Social Care Assurance Framework from next year.</p>
2.24	<p>In recognition of this significant challenge, the Service has endeavoured to ensure a robust response to our financial and legal compliance challenges faced with implementation of arrangements to improve our sustainability and governance of the service over the past year. At Quarter 1, we are forecast to deliver £7.4m savings and achieve £16,711 savings overall.</p>
2.25	<p>The arrangements, milestones and progress are now reported to each Adult Health and Social Care Policy Committee by way of:</p>
	<ul style="list-style-type: none"> • A Financial Progress and Use of Resources Delivery Plan and report, with the first report on 15th June 2022¹⁰ and the second introduced at Committee on 22nd September 2022 setting out our progress in delivering upon savings as well as providing an update regards our governance improvements
	<p>⁹ adass-spring-budget-survey-2022-key-messages-docx-final-no-embargo.pdf</p>
	<p>¹⁰ Financial Progress and Use of Resources Update 15/06/22 - Draft Protocol for Cabinet Reports (sheffield.gov.uk)</p>

	<ul style="list-style-type: none"> • A Care Governance Strategy approved on 15th June 2022 and implementation of performance clinics to deliver on the strategy. • Regular service briefings, review of progress and service governance.
3	HOW DOES THIS DECISION CONTRIBUTE
3.1	Organisational Strategy
3.1.1	Our long-term strategy for Adult Health and Social Care , sets out the outcomes we are driving for as a service, and the commitments we will follow to deliver those outcomes:
3.1.2	<ul style="list-style-type: none"> • Support people to live a fulfilling life at home, connected to the community and resources around them, and provide care and support where needed. • Provide temporary assistance to help people regain some stability and control in their life following ill health or crisis. • Provide care and support with accommodation were this is needed in a safe and supportive environment that can be called home. • Make sure support is led by ‘what matters to you,’ with helpful information and easier to understand steps. • Recognise and value unpaid carers and the social care workforce and the contribution they make to our city. <p>Make sure there is a good choice of affordable care and support available, with a focus on people’s experiences and improving quality.</p>
4	HAS THERE BEEN ANY CONSULTATION?
4.1	The purpose of this report is provide and update in relation to Adult Health and Social Care Services.
4.2	Consultation is undertaken during the development of proposals for the budget and implementation of proposals for the budget as appropriate.
4.3	An overall approach to coproduction and involvement is also a key element of the delivery plan, ensuring that the voice of citizens is integrated into all major developments ahead. This includes signing up to Think Local Act Personal Making It Real. A dedicated item on this is proposed as part of the Committee’s forward plan
5	RISK ANALYSIS AND IMPLICATIONS OF THE DECISION
5.1	Equality Implications
5.1.1	This update is based on a strategic approach, which was supported by a comprehensive equality impact assessment, which can be found on the Council website Our adult social care vision and strategy (sheffield.gov.uk) .
5.1.2	Any individual parts of our change and activity will require their own detailed equality impact assessment, which will be completed to inform plans and decision making.

5.2	Financial and Commercial Implications
5.2.1	The strategy was supported by a financial strategy, which can be found on the Council website Our adult social care vision and strategy (sheffield.gov.uk) , and is closely aligned with the budget strategy.
5.3.2	The additional update does not alter this strategy, although does add a layer of detail.
5.4.3	All individual components of Adult Social Care activity will be assessed for their financial contribution to this finance strategy and the Council's budget. This will be used to inform both plans and decision-making.
5.3	Legal Implications
5.3.1	<p>The core purpose of adult health and social care support is to help people to achieve the outcomes that matter to them in their life. The Care Act 2014 sets the Council's statutory power to direct the provision that:</p> <ul style="list-style-type: none"> • promotes wellbeing • prevents the need for care and support • protects adults from abuse and neglect (safeguarding) • promotes health and care integration • provides information and advice • promotes diversity and quality.
5.3.2	The Care Act Statutory Guidance requires at para 4.52 that "... Local authorities should have in place published strategies that include plans that show how their legislative duties, corporate plans, analysis of local needs and requirements (integrated with the Joint Strategic Needs Assessment and Joint Health and Wellbeing Strategy), thorough engagement with people, carers and families, market and supply analysis, market structuring and interventions, resource allocations and procurement and contract management activities translate (now and in future) into appropriate high quality services that deliver identified outcomes for the people in their area and address any identified gaps.
5.3.3	<p>One of the stated aims of this report is to provide an update in terms of the Director of Adult Social Care's responsibilities. Section 6 of the Local Authority Social Services Act 1970 places a duty on a local authority to designate a Director of Adult Social Services ("DASS"). The DASS's key leadership role is to deliver the local authority's part in:</p> <ul style="list-style-type: none"> - Improving preventative services and delivering earlier intervention - Managing the necessary cultural change to give people greater choice and control over services - Tackling inequalities and improving access to services □ Increasing support for people with the highest levels of need
5.3.4	<p>There are seven key aspects to be included in the DASS's remit:</p> <ol style="list-style-type: none"> (i) Accountability for assessing local needs and ensuring availability and delivery of a full range of adult social services (ii) Professional leadership, including workforce planning (iii) Leading the implementation of standards (iv) Managing cultural change (v) Promoting local access and ownership and driving partnership working

	<ul style="list-style-type: none"> (vi) Delivering an integrated whole systems approach to supporting communities (vii) Promoting social inclusion and wellbeing
5.3.5	This report provides an update on how the Local Authority and the DASS are meeting their responsibilities outlined above.
5.4	Climate Implications
5.4.1	The Adult Social Care Strategy makes specific reference to ensuring a focus on Climate Change – both in terms of an ambition to contribute to net zero as well as adapt to climate change.
5.4.2	It is planned within the forward plan of the Committee to bring a specific Climate Action Plan in February 2023.
5.5	Other Implications
5.5.1	There are no specific other implications for this report. Any recommendations or activity from the detailed workplans of the strategy will consider potential implications as part of the usual organisational processes as required.
6	ALTERNATIVE OPTIONS CONSIDERED
6.1	Not applicable – no decision or change is being proposed.
7	REASONS FOR RECOMMENDATIONS
7.1	No formal decisions is being sought but the Committee is asked to note the update.