

Adult Health and Social Care Policy Committee

Meeting held 15<sup>th</sup> June 2022

**PRESENT:** Councillors Angela Argenzio (Co-Chair), George Lindars-Hammond (Co-Chair), Steve Ayriss, Martin Phipps, Ann Woolhouse, Ruth Milsom, Mary Lea and Richard Williams. Alexis Chappell, Fiona Martinez, John Macilwraith and Sarah Bennett

**1. WELCOMING AND HOUSEKEEPING ARRANGEMENTS**

1.1 Co-Chair of the Adult Health and Social Care Policy Committee, Councillor Angela Argenzio, welcomed attendees to the meeting and provided the housekeeping arrangements.

**2. APOLOGIES FOR ABSENCE**

2.1 There were no apologies for absence received.

**3. EXCLUSION OF THE PRESS AND PUBLIC**

3.1 No items were identified where resolutions may be moved to exclude the public and press.

**4. DECLARATIONS OF INTEREST**

4.1 There were no declarations of interest made.

**5. PUBLIC QUESTIONS AND PETITIONS**

5.1 There were no public questions or petitions received.

**6. ADULT HEALTH AND SOCIAL CARE OVERVIEW**

6.1 Alexis Chappell was in attendance to present the Adult Health and Social Care Overview. She stated that the leadership structure was outlined in the presentation. She said that the public had asked that they be included in discussions which impacted them and added that the portfolio now reflected this. She said that the legal contexts, frameworks, and policy initiatives were also outlined.

6.2 Councillor Angela Argenzio asked that in future reports, abbreviations be explained when first used. She also asked what the status of vacancies was. Alexis Chappell agreed that a shared language should be agreed upon. She stated that recruitment was underway, and that the aim was to brief members on this that day.

**7. WORK PROGRAMME**

- 7.1 Sarah Bennett gave an overview of the Work Programme for the Adult Health and Social Care Committee. She stated it was a living document and asked that committee members note the programme.
- 7.2 Councillor George Lindars-Hammond stated that the programme contained key priorities for members.
- 7.3 Councillor Steve Ayris stated that there was some scope for adaptation regarding the work programme.
- 7.4 Councillor Angela Argenzio asked whether it was possible to highlight time sensitive items. Sarah Bennett stated officers could put this in place before resubmission of the Work Programme to the Committee.

**RESOLVED** that: -

1. With reference to issues raised in this report, consideration be given to any further additions or adjustments to the work programme presented at Appendix 3 of the report.
2. That the committee's work programme as set out in Appendix 3 of the report be agreed

**8. MONTH 1 BUDGET REPORT**

- 8.1 The Director of Finance and Commercial Services, Ryan Keyworth, presented the report which brought the Committee up to date with the Council's financial position as at Month 1, 2022/23. He stated that income had been received in late 2021/22; however, he asked that the Committee note that in Month 1 there was a forecasted overspend for the year of 18 million pounds. He stated this was largely a timing issue. He stated that the Council had made significant investments, illustrated in the report provided
- 8.2 Ryan Keyworth stated that the expected overspend for this Committee was currently 11 million pounds. He stated that the recruitment of skilled and experienced staff to manage savings had been challenging.
- 8.3 He raised a number of issues for the Committee, including inflation and the government mandated fair cost of care exercise.
- 8.4 He stated that there had been no indications from the government that further funding would be received. He said that information of this nature would be given in the Autumn statement and would not be seen by the Council until shortly before Christmas. He stated that it would not be prudent for the Council to depend on potential funding which would be announced later in the year. He said he would provide a further report on the 5<sup>th</sup> of July 2022. He stated that he felt it was important to provide information before the summer in order to outline the choices and options the Committee had regarding meeting budget targets. He said he would report back in the September Committee meeting and would then feedback all information to the Strategy and Resources Policy Committee meeting.

- 8.5 Councillor George Lindars-Hammond asked whether there were particular financial issues noted with the report which were major parts of the overspend which were not due to timing issues. Ryan Keyworth stated that within Adult Health and Social Care there was only a small overspend in the budgeting and commissioning area of the budget. He stated he was unsure whether these could be balanced within the year. He encouraged the committee to consider options for the balancing.
- 8.6 Councillor Mary Lea asked whether the cost of care reviews had been carried out throughout the sector, including adults and those with disabilities. Alexis Chappell stated this would be detailed in a report to be presented later in the meeting. She said the reviews were across all care groups.
- 8.7 Councillor Steve Ayris asked how other policy committees had approached meeting budget recommendations. Ryan Keyworth stated that he believed that item 13 would perhaps address Councillor Ayris' question. He said that other policy committees had asked officers to bring back reports on how to address existing overspends.
- 8.8 Councillor Martin Phipps asked how strategic reviews had progressed. Ryan Keyworth stated that strategic reviews had been put in place in order to identify areas of saving and ways in which working could be improved.
- 8.9 Councillor Angela Argenzio asked if there were any indications of how things might look at the end of the first quarter. Ryan Keyworth stated work was in progress to review the predicted position at the end of May.
- 8.10 **RESOLVED:** That the Adult Health and Social Care Policy Committee:
1. Note the Council's challenging financial position
  2. Confirm that *"It is the responsibility of each Committee to work within the budget framework agreed by Council. This includes taking timely action to address any overspend within the services for which the Committee is responsible."* As agreed by Full Council on 23 March 2022
  3. Note that each Policy Committee will receive more detailed budget monitoring for their areas of responsibility at their meetings in June 2022
  4. Requires any Policy Committee that is forecasting an overspend on their budget to develop an action plan to address the overspend in-year and ask the Finance Sub-Committee to monitor both the development of any required action plans and delivery against them
  5. Approve the budget timetable set out in 1.5.1 of the report; and
  6. Note that each Policy Committee will be advised of the budget timetable at their June 2022 meetings including the requirement for each Policy Committee to plan to develop budget proposals over the course of the summer

#### 8.11 **Reasons for Decision**

- 8.11.1 The recommendations in the report will ensure that the Council has a robust budget process for 2023/24 and will ensure that each Policy Committee undertakes any work required to both balance their 2022/23 budget and prepare for the 2023/24 budget.

#### 8.12 **Alternatives Considered and Rejected**

- 8.12.1 The Council is required to both set a balance budget and to ensure that in-year income and expenditure are balanced. No other alternatives were considered.

### 9. **RECOMMISSIONING HOMECARE SERVICES**

- 9.1 Paul Higginbottom and Catherine Bunten were in attendance to present on this item. Paul Higginbottom thanked all homecare providers and care providers for their work during the pandemic. He stated that contracts were ending in April 2023, and he stated that the purpose of the report was to secure approval of the commissioning of a new care and wellbeing strategy for adults. He added that the report also highlighted how risks to homecare had been mitigated.

He asked that the Committee reprocure a new model of care.

- 9.2 Councillor Lindars-Hammond stated he was pleased to see this report at the Adult Health and Social Care Policy. Her stated that he felt that this model would better link to wider work being done within healthcare in Sheffield.

- 9.3 **RESOLVED:** That the Adult Health and Social Care Policy Committee:-

- Approves the commissioning strategy for the delivery of Care and Wellbeing Services delivered through a 7-year contract term with options up to a further 3 years as set out in this report.

#### 9.4 **Reasons for Decision**

- 9.4.1 The current contract for Home Care services will expire in April 2023 and further arrangements must be put in place to ensure that the service continues after that date to fulfil our statutory duties.

- 9.4.2 Like many other Local Authorities our Home Care market is in a fragile and fragmented state. This requires transformational change to deliver a sustainable and affordable market which operates effectively, improving the service experience and delivering the best possible outcomes for people in receipt of care.

- 9.4.3 The proposed 7 (+2 +1) year transformational contract will enable us to:

- introduce early changes that aim to have the maximum impact in underpinning the market - providing resilience, sustainability, and affordability. design, develop, and test change initiatives such as the

strategic shift from 'time and task' to outcome-based service delivery

## 9.5 **Alternatives Considered and Rejected**

9.5.1 The provision of Home Care services is a statutory obligation under the Care Act 2014, and discontinuing services is not an option.

9.5.2 *Do not go out to procurement / Tender under similar model*

It is not possible to extend the contract further and being out of contract opens the Council to unacceptable financial, legal and reputational risk.

The existing contract arrangements are not providing value for money. The market is fragile and current framework provision is not sufficient to deliver the levels of care needed. As a result, many support packages being procured via Direct Awards. Direct Award provision is a more expensive and higher risk form of care, and a higher risk to administer and charge for. The procurement strategy set out in this report specifically seeks to mitigate this.

Doing nothing is also likely to exacerbate issues with retention and recruitment in the sector, further reducing the Council's control of the market and ability to set its own rates of care. There is also a risk that delays supporting pick up will worsen, with risks of harm to people

9.5.3 *Agree to procurement strategy at lower rate.*

Agreement to award contracts at a rate of £19ph would be within budget at the point where delivery hours reduce to 36,500pw or fewer. However, this is not recommended for the following reasons:

- We anticipate that the Fair Cost of Care Exercise will increase the rate of care substantially, and agreeing the contract at this rate will require the Council to make sizable increases later.
- This current rate is contributing to the instability and insufficiency in the market. It is also likely that providers will not want to enter contracts with the Council at this rate. This means that continuing to contract at this rate will not make the shift required in market sustainability and leaves us vulnerable to the same risk around delays and package failure and the need to procure via Direct Awards – leading to further pressures to the ASC budget.

## 10. **COMMISSIONING AND PROCUREMENT OF TEMPORARY CARE HOME BEDS**

10.1 Catherine Bunten was in attendance to present this report. She stated the report set out how to improve the process whilst looking to the medium-term and longer-term aims.

10.2 **RESOLVED:** That the Adult Health and Social Care Committee:

- Approves the commissioning and procurement of the contracts detailed in this report, noting the budget provision, as set out in the financial implications section of the report.
- Delegates authority to the Director of Adult Health and Social Care in consultation with the Director of Legal and Governance Services and Director of Finance and Commercial Services to approve the procurement strategy, conduct the procurements and award the resulting contracts

### 10.3 **Reasons for Decision**

#### 10.3.1 The provision of these beds will: -

- Provide a suitable and locally based provision where individuals can have their long-term needs assessed outside of an acute or unsafe setting
- Support and enable where possible the individual to return home if they can do so
- Support the discharge of people out of acute settings when they are fit for discharge
- Offer a pre bookable respite care option for unpaid carers to plan a break from their caring role
- Offer emergency provision in a crisis or other situation where an individual cannot stay at home
- Offer locally based provision closer to family and friends
- Be more person centred in approach reducing the number of temporary moves a person has

### 10.4 **Alternatives Considered and Rejected**

#### 10.4.1 *Continue with the existing services*

This alternative was rejected because:

- It does not respond to feedback gathered
- It does not allow us to update the current service specifications and
- It does not meet with legal and commercial regulations

#### 10.4.2 *End the existing services and invest in other new provision*

This alternative was also rejected because:

- There would be a gap in provision which would have implications hospital discharge
- There would be insufficient capacity for unpaid carers to pre book a break from their caring role

## 11. **ADULT HEALTH AND SOCIAL CARE STRATEGY DELIVERY PLAN**

11.1 Jon Brenner was in attendance to present the report. He stated that the report

was a follow up to the Adult Health and Social Care plan presented pre-election. He said the report provided a summary of strategic plans for the coming months and years.

- 11.2 Councillor Lindars-Hammond stated that much of the plan was linked to the work programme for the committee. He suggested that the committee ensure that this could continue. He suggested that the committee find a cohesive way to monitor processes.
- 11.3 Councillor Argenzio suggested that a tracker be created to enhance monitoring.
- 11.4 Jon Brenner stated that 6-monthly updates and outcome reports would be provided.
- 11.5 Councillor Phipps asked if HealthWatch could sit on the committee to provide feedback. Councillor Argenzio stated she would be happy with this, should members agree. Councillor Lea stated there was an ongoing governance review which was ongoing, which would involve engagement from HealthWatch. Councillor Lindars-Hammond stated he would not advise this decision to be made here until an understanding of whether Policy Committees were able to co-opt members. Sarah Bennett stated that committees were able to co-opt members; however, she advised that for this decision to be taken a report should be created and presented. It was agreed that members consult on this and feedback in September.
- 11.6 Councillor Milsom asked about the use of the word health in the report, and the reference to working closely with health partners. Jon Brenner stated that the wording was used due to Alexis Chappell's job title, Director of Adult Health and Social Care. He added that they would be working closely with health colleagues, involving multiple communication types. Councillor Milsom asked that a briefing be given to further understand how integration would work. Councillor Argenzio agreed that a briefing for all members be held.
- 11.7 **RESOLVED:** That the Adult Health and Social Care Policy Committee:
- 11.7.1 Approves the Adult Health & Social Care Strategy Delivery Plan
- 11.7.2 Requests that the Director of Adult Health & Social Care provides the Committee with updates on progress against the Delivery Plan on a six-monthly basis.
- 11.7.3 Requests that the Director of Adult Health & Social Care reviews and refreshes the plan on a bi-annual basis for subsequent consideration by the Committee
- 11.8 **Reasons for Decision**
- 11.8.1 An approved delivery plan for the strategy gives a structured approach to delivery of the vision, outcomes and commitments set out in the overall strategy. It will also provide greater accountability and transparency of how will do this.
- 11.8.2 Asking for regular updates and refreshes of the plan will keep the Committee,

wider stakeholders, and the public the ability to hold the Council to account for progress and provide an additional mechanism to input to future development.

#### **11.9 Alternatives Considered and Rejected**

- 11.9.1 No published delivery plan - There is an alternative available to not specifically publish a delivery plan for the overall strategy. However, this would result in less accountability and transparency, which is not appropriate.
- 11.9.2 A different delivery plan - The real options for the delivery plan are around the individual elements, which will be worked through as part of the constituent pieces of work. These will be worked through in different ways, with many of them resulting in their own future reports to the Committee.

#### **12. ADULT SOCIAL CARE FINANCIAL UPDATE AND PROGRESS WITH FINANCIAL RECOVERY PLAN**

- 12.1 Liam Duggan was in attendance to provide an update on the Adult Social Care financial position. He stated that the report looked at the budget in its entirety, including expected overspend and Adult Social Care income.
- 12.2 Liam Duggan stated that the government had announced a 3-year investment in Adult Health and Social Care in 2021. He stated that this covered two reforms and added that the cost of these reforms to the Council was not yet known.
- 12.3 He said that a number of funding sources had ended following the pandemic. He added that a number of one-off grants had been given to home care providers.
- 12.4 Alexis Chappell thanked Liam Duggan and his team for their work on the plan. She drew members' attention to the recommendations in the report.
- 12.5 Councillor Lea asked if the groups consulted for the report understood the Council's situation and the savings they were required to make. Alexis Chappell stated that people understood the Adult Health and Social Care position at a national and local level.
- 12.6 Councillor Lindars Hammond thanked Liam Duggan for presenting. He stated that he felt it was correct to amend recommendation four in order to allow the committee time to discuss task and finish groups. He stated there were around 50 million pounds for people within the city to receive care, and asked what risks were seen around whether this money would be received. Secondly, he asked how Adult Health and Social Care could contribute knowledge, ideas and solutions to the Council's approach to tackling the cost-of-living crisis. Alexis Chappell stated that the cost-of-living crisis was incorporated into the plan. She said practical advice around navigating claiming benefits had been provided to individuals. She said it was their aim to improve this process. She said that the cost-of-living crisis was connected to social work, as social work was focused on social justice. Liam Duggan stated the process aimed to ensure those who had the least did not pay for their social care.

12.7 Councillor Ayris asked about the changes to the recommendation, and stated he felt it was important that members were kept updated on changes to amendments and were sighted on the state of play by September's meeting. He asked for clarification on the amendment. Councillor Argenzio asked that regular briefings be given on this over the summer. Alexis Chappell stated that recommendation three stated updates would be given on this. In reference to recommendation four, she stated briefings would now be given alongside work with members.

**12.8 RESOLVED UNANIMOUSLY:** That the Adult Health and Social Care Policy Committee:-

- Notes and considers the Adult Social Care budget in totality, pressures, and current progress with the recovery plan.
- Notes the impact of one-off funding, which includes Hospital Discharge Funding, no longer being available to fund Adult Social Care Services despite continuing demand.
- Agrees that a report providing an update on the budget position and progress in delivering a balanced budget is brought to Committee on a regular basis.
- Agrees that officers work with members to consider priorities for spend which will enable delivery of budget on balance by year end 31st March 2023 and to agree spend priorities for 23/24 for discussion at September 2022 Committee

**12.9 Reasons for Decision**

12.9.1 Adult Health & Social Care has a responsibility to support Adults over 18 with specific needs to live independent and fulfilled lives, safely in their local community. We do this by providing information, advice, and guidance as well as support and services.

12.9.2 To do this, the Council is responsible for assessing and understanding the needs of adults to ensure they can live as independently as possible, living a fulfilled life, safe from abuse.

12.9.3 The needs of eligible adults can be met through formal services that the Council provides directly or commissions from a third party, or it can be met through family and friends providing informal care. Formal care includes residential care, home care, supported living, day activities, short breaks, housing support, or the flexibility of choice through Direct Payments.

**12.10 Alternatives Considered and Rejected**

12.10.1 Not applicable – no decision or change is being proposed.

**13. ADULT HEALTH AND SOCIAL CARE GOVERNANCE STRATEGY**

## **PERFORMANCE IMPROVEMENT FRAMEWORK AND QUALITY IMPROVEMENT PLAN**

- 13.1 Alexis Chappell gave an overview of the plan. She stated that she felt the strategy and the framework were the start of the conversation and said that she wanted the work to be founded on the principles of listening and engagement. She said the focus was on openness and transparency.
- 13.2 Liam Duggan stated that the first item in the paper was the overarching framework for all aspects of the Health and Social Care service. He stressed the importance of listening and engagement, and stated they would work to demonstrate how they will involve people and listen to feedback. He stated he wanted to focus on improving quality and performance and said that managing risk and change was important. He stated that the proposal was that they would work to populate the performance management framework.
- 13.3 Councillor Lindars-Hammond stated he felt that in the past engagement with the public had involved asking questions which might have been difficult to understand for some. He asked how the team might put together a small list of clear questions which gathered information from those using services. Councillor Lindars-Hammond encouraged simplicity. Alexis Chappell stated that the Council wanted to gain information around people's experiences.
- 13.4 Councillor Angela Argenzio stated that she felt it could be useful to provide an ongoing opportunity for people to give both positive and negative feedback. Alexis Chappell said she agreed with this thought.
- 13.5 **RESOLVED UNANIMOUSLY:** That the Adult Health and Social Care Policy Committee:-
- Approves the Adult Social Care, Care Governance Strategy
  - Approves the Adult Social Care Performance Improvement Framework
  - Requests that the Director of Adult and Social Care provides the Committee with a report on the performance and quality of Adult Health and Social Care on a quarterly basis
  - Requests that the Director of Adult Health and Social Care reviews and refreshes the Strategy and Performance Improvement Framework on a bi-annual basis for subsequent consideration by the Committee

**Reasons for Decisions**

- 13.6 To provide an update on progress with the development of a governance framework for adult social care and particularly the Adult Health and Social Care, Care Governance Strategy and Performance Improvement Framework.
- 13.6.1

Seek feedback on the approach, and endorsement of the Adult Social Care, Care Governance Strategy and Performance Improvement Framework.

13.6.2

**Alternatives Considered and Rejected**

- 13.7 Option 1 - Option 'to do nothing' and have no governance or performance improvement framework. However, this would not enable delivery on the 1-year plan priority or delivery upon the Commitment 6 of our Adult Social Care Strategy.
- 13.7.1
- 13.7.2 Option 2 – Delay request for approval and implementation of the framework to enable further learning, benchmarking, and engagement. It is planned that benchmarking, learning and engagement will take place on the frameworks on an ongoing and dynamic basis to ensure it delivers what matters to people of Sheffield and is responsive to changing circumstances.

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