

**For General Release**

<b>REPORT TO:</b>	<b>CABINET 18 JANUARY 2016</b>
<b>AGENDA ITEM:</b>	<b>11</b>
<b>SUBJECT:</b>	<b>The Transformation of Adult Social Care (TRASC)</b>
<b>LEAD OFFICER:</b>	Paul Greenhalgh, Executive Director - People
<b>CABINET MEMBER:</b>	Cllr Louisa Woodley, Cabinet Member for Families, Health and Social Care
<b>WARDS:</b>	<b>All</b>
<b>CORPORATE PRIORITY/POLICY CONTEXT:</b> The transformation of adult social care programme will support the corporate priorities of Ambitious for Croydon, Independence Strategy and Liveability.	
<b>AMBITIOUS FOR CROYDON &amp; WHY ARE WE DOING THIS:</b> This programme supports growth via reshaping the significant contributor to our economy which is the health and adult social care workforce, promotes independence through a prevention and early intervention agenda, supports inclusion and enablement in the way we assess and arrange services for our most vulnerable citizens.	
<b>FINANCIAL IMPACT:</b> This programme will ensure that the investment in adult social provides value for money and is financially sustainable	
<b>KEY DECISION REFERENCE NO.: 04/16/CAB</b> This is a key decision as defined in the Council's Constitution. The decision may be implemented from 1300 hours on the expiry of 5 working days after it is made, unless the decision is referred to the Scrutiny & Strategic Overview Committee by the requisite number of Councillors.	

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

**1. RECOMMENDATIONS**

The Cabinet is recommended to approve

- 1.1 The implementation of a Transformation Programme for Adult Social Care (TRASC).
- 1.2 The Council's Commitment Statement for Adult Social Care which describes our offer which will be delivered by the TRASC programme.
- 1.3 That the Executive Director People in consultation with the Cabinet Member for Families, Health and Social Care, be given delegated authority to take any

- steps necessary to implement the transformation programme.
- 1.4 A recommendation to the Leader of the Council that the Executive Director People in consultation with the Cabinet Member for Families , Health and Social Care and Cabinet Member for Finance and Treasury and Assistant Chief Executive (Corporate Resources and Section 151 officer) be authorised to take any key decisions which may be required in implementing the transformation programme.

## **2. EXECUTIVE SUMMARY**

- 2.1 The Transformation of Adult Social Care Programme ('A life not a care plan') is an ambitious project in Croydon to change the way we support our most vulnerable adult residents.

The delivery by all parts of the Council of the five priorities in the Independence Strategy and managing the demands placed on adult social care will underpin the TRASC programme.

- I. Empower individuals and communities to be better able to take more responsibility for themselves and each other.
- II. Enable residents to make informed choices about how to meet their needs, and how to live healthy lives, through the provision of high quality information, advice and guidance.
- III. Provide people with the best opportunity to maximise their life chances and have a good quality of life through the provision of high quality universal services, including an excellent learning offer.
- IV. Empower people to resolve issues early through the provision of joined up assessment and support.
- V. Enable children and adults to maximise their independence and ensure they are safe from harm through the provision of high quality specialist services.

For the TRASC programme this means;

- Fairness, equity, independence and people exercising choice and control will be at the heart of adult social care in Croydon to make the best use of the adult social care resources we have.
- The Council will promote peoples health and wellbeing through the development of universal support that is accessible through the provision of clear information about facilities and activities in their communities. Connecting people to their communities is a key objective in the Council's Independence Strategy and this must be instrumental in lowering the demand on adult social care through early intervention and prevention. The Council's Gateway Service will work with Adult Social Care in these aspects of the transformation plan.
- The Council will also ensure that it transforms its reablement, recovery and enablement services across all client groups it can maximise the

independence of vulnerable service users so that they are less dependent on traditional statutory services.

- The Council will also promote the choice of having a direct payment to enable people who need more help than universal services can provide to exercise as much choice and control as possible over their lives. In its assessments and reviews it will be seeking to build on people's strengths and the contribution they can make and focus on what they 'can' do, and not on what they 'cannot' do.
- The Council will work with its partners to deliver high quality joined up health and social care services for those over 65 using an outcome based commissioning approach. The Council will also work closely with health colleagues on the transformation of services for people with a learning disability, and establish an all age disability service incorporating children's social care, special educational needs and disabilities (SEND) and adult's services.

2.2 The Transformation of Adult Social Care Programme is essential to deliver personalised services, as well as a financially sustainable adult social care system in response to reducing budgets and increasing demand arising from an aging population and an increase in clients with increasingly complex needs. These are resulting in a significant underlying cost pressure.

2.3 In a system based on personalisation and Self Directed Services (SDS) the Council's direct control over where the adult social care budget is spent will reduce. The market will respond to individuals choosing what services they receive. Hence, TRASC will have a significant impact on commissioning and contracting within the Council. Commissioning arrangements will clearly be affected by personalisation, with a potential reduction in the volume of "directly commissioned" services, the need to capacity build and develop the market and the necessity to commission new services not part of the current service "offer".

2.4 In order to successfully deliver 'personalised care', Croydon, like many other local authorities will need to review its community care commissioning, contracting and quality assurance arrangements through the lens of personalisation and the requirements of the Care Act. Such a large scale transformation will take time to evolve and develop, so the Council will need to have a transitional commissioning strategy in place for personalisation. This would include taking stock of existing contracts and the state of our markets, determining and redesigning what it will need to commission in the future, identifying the gaps; developing a commissioning framework for personalisation and revising our existing commissioning strategies. This may involve making changes to existing contracts, de-commissioning, risk sharing and joint commissioning with other boroughs.

The Council will engage our stakeholders and people in Croydon to co-produce the answers and new innovative ways of working that will be required to deliver a high quality, choice and control driven, sustainable and affordable adult social care and health service in Croydon.

Cabinet is asked to approve this high level Transformation Programme for Adult Social Care and delegate decision making for the Programme to the Executive Director, People in consultation with the Cabinet Member for Families, Health and Social Care, and for key decisions arising during the programme to be delegated by the Cabinet to the Leader of the Council.

### **3. DETAIL**

#### **3.1 Background**

Local Government Association (LGA) analysis reveals that councils will have to spend as much as 40 per cent of overall budgets on services that care for older and vulnerable people by 2020, rising 13 per cent faster than any other service provided to local residents. The LGA calculates that during the life of the last Parliament, councils had to find £20 billion worth of savings. As a result, nationally, councils have had to reduce adult social care budgets by £2.68 billion over the last three years.

In Croydon, 1 in 8 people (47,500) is over 65 and each year approximately 200 older people are admitted to permanent residential care homes whilst 1 in 10 older people receive social care services. By 2019 we expect a 36% increase in the number of people aged 85+.

Croydon has the second highest population of people with a learning disability per 100,000 in London and like elsewhere increasing life expectancy.

The annual budget for adult social care in Croydon is approximately £61m but increasing demand and levels of need are contributing to a projected year end overspend on adult social care of £6.5m. Based on the proposals put to Scrutiny (subject to formal approval it is expected that Adult Social Care will make £2.7M of savings in 16/17 and continue to make further savings beyond this time.

The Transformation of Adult Social Care Programme is therefore essential to deliver a financially sustainable adult social care system in Croydon. The programme will work to ensure that the 2016/17 budget savings of £2.7m are achieved. It will also reduce the underlying cost pressure by better demand management, effective commissioning and promoting independence at every opportunity as outlined in para 3.2.1. to release further cost efficiencies.

The national policy of transforming social care was first set out in the "Putting People First" concordat in 2007, which followed the successful piloting of Individual Budgets. The Care Act 2014 modernised and consolidated the law on adult care in England into one statute and has been described as the biggest change to the law in 60 years. Key changes include the introduction of national eligibility criteria for adult social care; extension of the same eligibility criteria to include carers, a right to independent advocacy; a 'wellbeing principle'; new duty to provide information and advice; new duty of prevention and wellbeing to prevent or delay the need for care, new duty to provide deferred payments; the introduction of statutory Adult Safeguarding Boards and associated responsibilities for adult protection, and a new duty to shape the local care & support market.

The 'wellbeing principle' places wellbeing at the heart of care and support. It is comprised of nine areas that local authorities must take into account in exercising their care and support functions, including personal dignity and protection from abuse and neglect. This principle has already been embedded in the Council's Independence Strategy, which promises to:

1. Empower individuals and communities to be better able to take more responsibility for themselves and each other
2. Enable residents to make informed choices about how to meet their needs, and how to live healthy lives, through the provision of high quality information, advice and guidance
3. Provide people with the best opportunity to maximise their life chances and have a good quality of life
4. Empower people to resolve issues early through joined up assessment and support
5. Enable people to maximise their independence and ensure they are safe from harm through the provision of high quality specialist services

## 3.2 Transforming Adult Social Care (TRASC)

### 3.2.1 Key Principles underpinning TRASC

The delivery by all parts of the Council of the five promises in the Independence Strategy will underpin the TRASC programme.

TRASC will also embrace Article 8 of the Human Right Act, :- Respect for your private and family life':-

*The concept of private life also covers your right to develop your personality and to develop friendships and other relationships. This includes the right to participate in essential economic, social, cultural and recreational activities'.*

Fairness, equity, independence and people exercising choice and control will also be at the heart of adult social care in Croydon to make the best use of the resources the Council has.

The Council will promote peoples health and wellbeing through the development of universal support that is accessible through the provision of clear information about facilities and activities in their communities. Connecting people to their communities is a key objective in the Council's Independence Strategy and this must be instrumental in lowering the demand on adult social care drawing on the early intervention and prevention support within communities.

The Council will give priority in how we provide adult social care to helping people recover and retain their ability to live as independently as possible and enhance their resilience to life challenges and changes. To support this the Council will ensure that all staff understand and are enabled to work with people in ways that promote their independence, their connection to their family and community and their safety to live a "life not a care plan".

The Council will also promote the choice of having a direct payment to enable people who need more help than universal services can provide to exercise as much choice and control as possible over their lives. The Council will be seeking to build on people's strengths and the contribution they can make and not just focus on what they cannot do.

Our responses will offer the right level of support according to a person's assessed needs. Assessments will be carried out over an appropriate period of time that ensures long term decisions are not taken in haste. The Council will work together considering plan for maximising independence and recovery and identifying the outcomes important to the vulnerable person and offer a choice of a direct payment.

Many people with social care needs will have their assessed needs met mainly through the carer with whom they live. Under the Care Act, carers have a right to have a carer's assessment which they can have either together with their cared for person or separately. The Council will develop a plan with each carer as to how the Council can best share the responsibility for delivering the care the person needs.

The statement of the Councils' Commitment to Adult Social Care describes what residents in Croydon can expect from Adult Social Care which will be delivered by the TRASC programme is attached as Appendix A for approval.

### 3.2.2 Benefits

The expected benefits of a transformed adult social care for vulnerable people in Croydon will be:

- People will have better access to advice, information and targeted prevention that will help them to live their lives without support from the Council
- People will be supported through re-ablement to be as independent as possible
- People will have more choice and control, leading to higher satisfaction levels
- More people will be supported to live independently

The Care Act, rightly afforded carers, the same recognition, respect and parity of esteem with the people that they support. The Council will seek to improve the ease of access to information and support, and their awareness of their rights to an assessment and eligibility for their own personal budget.

The diagram, Appendix B, shows the 'As Is' current operating model in Croydon which highlights the level of activity that adult social care (ASC) devotes to managing demand at each stage of its pathway/operating model. It estimates that 70% of our activity is devoted to long term support services, using traditional models of services, with low levels of self-directed support and personal budgets promoting a culture of dependency on ASC.

In contrast, Appendix C shows how TRASC will seek to turn the triangle in appendix B on its head by focusing on managing demand and devote more

resources to better information and advice, early intervention and prevention and the use of re-ablement to maximise a person's independence.

To underpin the new operating model the Council is developing an asset based approach to assessment. This approach will seek to increase the persons own resilience and capacity to cope with life's challenges and engage in their communities. So while the Council seeks to increase the capacity of the individual, their carer and family to cope, colleagues in the Croydon Challenge Community Resources project will be developing the resilience and capacity of our local communities.

### 3.2.3 Key Workstreams and Governance

The TRASC programme will be delivered across four work streams that group together a range of related actions or themes as follows:

Work stream (1) **'A life not a care plan'** – Changing our culture, communicating the ASC offer, engaging all our stakeholders and enabling our workforce.

Work stream (2) **A new model of adult social care** - Getting the basics right, designing and implementing an operating model to deliver personalisation in context of the Outcome Based Commissioning Accountable Provider Alliance (APA) for over 65's, the All Age Disability (AAD) service for 0-64, interfacing the new model with Gateway, as well as other enabling workstreams such as data and information sharing and ICT infrastructure.

Work stream (3) **A financially sustainable model of adult social care** - demand management, financial control, value for money and efficiency savings projects.

Work stream (4) **Commissioning for personalisation** – Achieving outcomes and a sustainable model of ASC, market facilitation for direct payments, commissioning of effective payroll and support planning and brokerage services, domiciliary care and care home market management, supported living accommodation, accreditation of personal assistants, etc..

The programme will be governed by a Divisional Transformation Board which will coordinate the four work streams and their activities and monitor their progress. Due to the size and impact of TRASC it will be a key programme in Croydon Challenge.

### 3.2.4 Timescales

Finalise the work streams programme of work	January 2016
Identify and co-ordinate the co-production approach in designing the new adult social care model	January – February 2016
Consider the structure of Co-production in Croydon (see 4.1)	March 2016
Finalise the Implementation plan and timescales	March 2016
Begin implementation of programme of	March 2016 onwards

#### **4. CONSULTATION**

- 4.1 Co-production – involving people who use services as equal partners in service design will be fundamental to our approach to transformation. A presentation was made on the transformation of adult social care and direct payments to the Croydon Adult Social Services User Panel (CASSUP) in November. Further discussions with CASSUP, Health Watch and other interested groups will be held to explore the case for a board comprising people who use services to help design and oversee the work to personalise and improve prevention, community development and care and support services.

The project plans in each work stream will identify co-production opportunities with people who use services, families and organisations with an interest in social care and the wider general public. Where consultation is required prior to a decision this will also be undertaken by the Council.

#### **5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS**

- 5.1 To implement a transformation programme of this nature requires financial investment. The programme is to be funded from existing grant monies that have been awarded to the Council and will be used to fund and implement this transformation programme using a dedicated programme team.

##### **Revenue and Capital consequences of report recommendations**

#### **1 The effect of the decision**

The investment of £586k over a 12 month period will enable the first phase of the service transformation as detailed in this report. This programme will be subject to review to ensure delivery of ongoing budget and service efficiencies.

#### **2 Risks**

The opportunities and risks associated with the introduction of new approaches to achieve personalisation will be identified and assessed within each of the four work streams. A risk log for each work stream will then put in place arrangements to manage the risks and maximise the opportunities that have been identified.

The TRASC programme management for will ensure that change is introduced as an opportunity to improve the lives of local people while minimising risks such as inadequate control of resources.

#### **3 Future savings/efficiencies**

Based on the proposals put to Scrutiny (subject to formal approval it is expected that Adult Social Care will make £2.7M of savings in 16/17 and continue to make further savings, for example by addressing future demand



cost pressures and identifying further cost efficiencies.

4 (Approved by Lisa Taylor, Head of Finance and Deputy S151 Officer)

## **6. COMMENTS OF THE BOROUGH SOLICITOR AND MONITORING OFFICER**

6.1 The Solicitor to the Council comments that there are no additional legal issues arising from the content of this report.

Subject to the Leader's agreement of the recommendation sought in 1.4, it will still be necessary to ensure that the access to information requirements is complied with in relation to any key decisions.

(Approved by: J Harris Baker, head of social care and education law on behalf of the Borough Solicitor & Director of Legal & Democratic Services)

## **7. HUMAN RESOURCES IMPACT**

7.1 An important part of this programme is to actively engage and consult with key stakeholders to shape the options and solutions. As such any HR implications will be identified as the programme is developed further and will be managed in accordance to Council policy and employment legislation.

(Approved by: Deborah Calliste, HR Business Partner, on behalf of the Director of Human Resources)

## **8. EQUALITIES IMPACT**

8.1 An initial equality analyses has been completed for the TRASC programme. The key findings are that:

A full equality analysis will be completed as a part of the planning and implementation of the TRASC programme. This will cover the 4 key work streams and their implementation plan. Initial work on the full equality analysis will be completed by March 2016 and updates will be made as a result of findings from the implementation of the programme.

8.2 The proposals for TRASC will place the individual at the centre of services and enable wider access to services that the person can direct according to their preferences. This will have a significant impact on promoting fairness and equality by ensuring that residents or customers specific service access needs related to factors such as age, disability, ethnicity and other considerations relating to equality and diversity are met according to their personal choice.

8.3 The TRASC programme will help the Council deliver the following priorities that are set out in the Council's Equality and Inclusion Policy (2014-16)

- Encourage local people to be independent and resilience by providing responsive and accessible services offering excellent customer care

- Lead on promoting dignity and respect for older people and those with a disability and ensure that standards are set for our partners and contractors to adhere to.
- Foster good community relations and cohesion by getting to know our diverse communities and understand their needs

## **9. ENVIRONMENTAL IMPACT**

- 9.1 The proposals within this report and the attached document do not have any direct environmental implications but may lead to some increased use of transport as individuals exercise choices requiring services in different locations. However, the overall impact on the environment is likely to be minor.

## **10. CRIME AND DISORDER REDUCTION IMPACT**

- 10.1 None.

## **11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION**

- 11.1 The Transformation of Adult Social Care Programme is essential to deliver a financially sustainable adult social care system in Croydon. The programme will work to ensure that the 2016/17 budget savings of £2.7m and are achieved. It will also reduce the underlying cost pressure by better demand management, effective commissioning and promoting independence at every opportunity.

## **12. OPTIONS CONSIDERED AND REJECTED**

- 12.1 An option to do nothing is unsustainable. The changes within Adult Social Care are not just desirable, they are essential in response to reducing budgets and increasing demand which are resulting in an underlying cost pressure and year end overspend of approximately £6.5m in the 2015-16 financial year.

Equally, TRASC will also deliver a truly modernized, safe and sustainable social care and support service that our residents deserve, with improved outcomes for the each individual arising from this new approach. This will enable people needing care to become active and participating citizens in the life of their communities.

The Council will deliver an ambitious programme of change over the next 2-3 years that will transform the service in a way that will break down social inequalities, open doors of new opportunities, and turn current aspirations into reality for many of our local residents.

By working together, the Council will develop a new shared vision and strategic direction for Adult Social Care in Croydon, based on trust, honesty, and mutual collaboration. It will be an approach that will underpin all future service delivery and that will meet the changing needs and aspirations of the people of Croydon.

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**CONTACT OFFICER:** Graham Terry, Head of Adult Social Care Transformation Programme. Tel: ext. 62000

**BACKGROUND PAPERS - LOCAL GOVERNMENT ACT 1972**

None

Appendices attached:

A - A statement of the Council's commitment to Adult Social Care

B - Diagram showing the 'As is' current operating model

C - Diagram showing the 'To be TRASC operating model

## ***A life not a care plan***

Croydon Council: Our commitment to Adult Social Care.

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Croydon Council already has an Independence Strategy in place which enshrines the following principle:-

*“Our approach to promoting independence is based on the premise that the sooner support is available the more likely it is that residents can maintain their independence for longer. This in turn means that people can avoid the need for more intensive specialist help and are able to continue to participate in their local communities. It is this principle that has informed the development of this Independence Strategy”*

*Croydon Council wants to ensure as many residents as possible are supported to stay healthy and active in their communities for as long as possible.*

This statement of the Council’s Commitment to Adult Social Care describes what residents in Croydon can expect from Adult Social Care.

### **1. Universal support – ‘something for everyone’:-**

We will promote peoples health and wellbeing through the development of universal support that is accessible through the provision of clear information about facilities and activities in their communities. Connecting people to their communities is a key objective in the Council’s Independence Strategy and this must be instrumental in lowering the demand on adult social care due to the early intervention and prevention support within communities.

### **2. Enabling people to make their own decisions safely**

A critical element of our work will be to ensure we respect the right for people to make their own decisions about their health and wellbeing as long as they have capacity to do so, and regardless of whether we agree with them. We will not take responsibility away from someone unless we have a clear and formal indication that the person does not have capacity to manage their own affairs. We will ensure that people have a suitable level of service, preferably through a direct payment, that will meet their assessed needs and support their goals towards independence

### **3. Support for those ‘who need a little bit more’**

Our interventions will offer the right level of support to a person’s assessed needs. We recognise that sometimes the support many require can be found within their own families, communities and within themselves. We will work with each person and their network to find creative ways of meeting personal goals that they wish to

achieve. Where people have lost their support networks we will work in partnership to rebuild those networks. Doing this means people get back on their feet more quickly, regain independence and no longer need unnecessary support.

We will give priority in how we provide adult social care to helping people recover and retain their ability to live as independently as possible and enhance their resilience to life challenges and changes. To support this we will ensure that all staff understand and are enabled to work with people in ways that promote their independence, their connection to their family and community and their safety to live a “life not a care plan”.

Our response will offer the right level of support according to a person’s assessed needs. Assessments will be carried out over an appropriate period of time that ensures long term decisions are not taken in haste. We will work together developing a plan for maximising independence and recovery and identifying the outcomes important to the vulnerable person and offer a choice of a direct payment.

We will also promote the choice of having a direct payment to enable people, who need more help than universal services can provide, to exercise as much choice and control as possible over their lives. We will seek to build on people’s strengths and the contribution they can make and not just focus on what they cannot do.

#### 4. **Valuing carers**

Many people with social care needs will have these met mainly through the carers with whom they live or are supported by. We will ensure that carers are informed of their right to have a carers assessment which they can have either together with the person they care for or separately. We will develop a plan with each carer as to how we can best share the responsibility for delivering the care the person needs.

#### 5. **A knowledgeable and informed workforce**

We will ensure staff understand how to work with service users in ways that promote their independence and support their recovery. It will support staff to work within multi-disciplinary teams and to develop their professional practice in ways which will assist them to empower our service users to make the best use of their personal budget. The focus will be on promoting independence rather than creating dependency.

#### 6. **Working in partnership with health professionals and providers**

We will work with our care and support providers to build a philosophy of care that focuses on outcomes. It will continue to monitor services that are provided or commissioned by Hackney Council and ensure performance is centred on the desired outcomes and interest of our service users and provide value for money.

We will continue to develop an integrated and outcome-focused approach to our work with our health partners. To this end, in 2016, it is establishing an alliance of accountable providers to commission and deliver all, age 65 plus social care, community and acute health and Age UK services in Croydon. This ground breaking new way of joining up these organisations into a single alliance organisation will

enable services for the age group to be better co-ordinated, seamless and focused on outcomes of the individual in a more cost efficient way.

In response to the Council's Independence Strategy we are establishing an all-age disability service to integrate our service for children and adults with disability in to one team during 2016. This is expected to provide a seamless transition for young people between our children and adult services and stimulate a better local offer for young people to enjoy education, employment and a quality of life in Croydon.

We will achieve the above through our transformation of Adult Social Care Programme (TRASC).

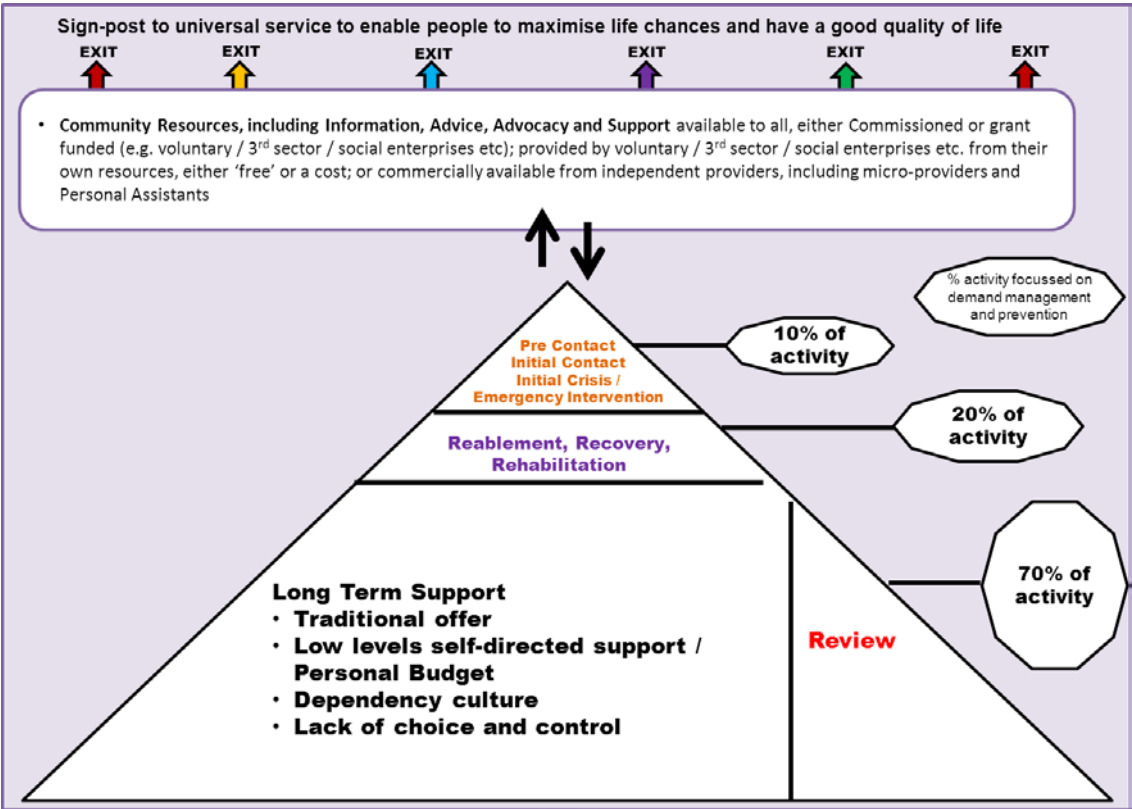
The transformation of adult social care will be delivered at a pace. The experience of some current service users is variable and the challenge to deliver a consistent quality of care in some sectors needs addressing in partnership between commissioners and providers of services. We will seek to engage all our stakeholders and people in Croydon, to co-produce the answers and new innovative ways of working that will be required to deliver a high quality, choice and control driven, sustainable and affordable adult social care and health service in Croydon.

## 7. **The Outcomes we are seeking**

- More people living healthy, happy and more fulfilling lives in their own home.
- A reduction in the number of people who will have to be admitted to residential care and more people using personal budgets to meet their needs in the community.
- An increase in the number of people successfully completing recovery and recuperation programmes, having access to Telecare and good housing options to meet their longer term needs.
- A reduction in the number of people we are directly helping and an increase in the number of people being helped within their communities with safeguarding arrangements as appropriate.
- Fulfil our commitment to promote equality of opportunity and working towards embedding equality, diversity and human rights principles as part of strategic decision-making.

Appendix B

“As is” Current Operating Model in Croydon



Appendix C

“To be” Target Operating Model(TOM) in Croydon

