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| REPORT TO: | Health and Wellbeing Scrutiny Committee 21 September 2021 |
| SUBJECT: | OVERVIEW OF THE TRANSITIONS SERVICE ADULT SOCIAL CARE |
| LEAD OFFICER: | Annette McPartland Executive Director Adult Social Services Simon Robson Director of Operations |
| CABINET MEMBER: | Cllr Janet Campbell Cabinet Members for Families, Health and Social Care |
| PERSON LEADING AT SCRUTINY COMMITTEE MEETING: | Annette McPartland, Executive Director of Adult Social Services |
| PUBLIC/EXEMPT: | Public |

POLICY CONTEXT/AMBITIOUS FOR CROYDON:

Adult social care continues to be under pressure nationally and locally. The outturn for 2016/17, 2017/18, 2018/19 and 2019/20 demonstrated both an increase in costs and increased use of transformation monies to meet current demand and increased complexities. Increasingly we are seeing residents who fund their own care running out of money, often referred to as 'wealth depleters'.

A change in the way we deliver social care in order to reduce spend and live within our available resources is underway. This aligns to the following Croydon Renewal Plan priorities:

- We will live within our means, balance the books and provide value for money for our residents.
- We will focus on providing the best quality core service we can afford. First and foremost, providing social care services that keep our most vulnerable residents safe and healthy. And to keep our streets clean and safe.

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| ORIGIN OF ITEM: | The Transitions Service had been identified as an area for further scrutiny at a previous meeting of the Health & Social Care Sub-Committee. |
| BRIEF FOR THE COMMITTEE: | Taking into account the information provided both in the attached report and the prior briefing, the Sub-Committee is asked to consider whether it is reassured that the new arrangements for the Transitions Service have been embedded, allowing budget savings to be delivered and potential risks to be appropriately managed. |

1. EXECUTIVE SUMMARY

- 1.1. In April 2021, the Transitions service was moved back to the adult social care service from Children, Families and Education. This report provides the committee with an introduction to the service and how it aligns to the requirements of the Croydon Renewal Plan and the Adults Improvement Plan, including: the service offer, budget and savings, risks and issues, and the forward plan of transformation.
- 1.2. This report is supported with an appendix document, this being the current Croydon 'Transition to Adults Social Care - Eligibility Criteria 18-25'.

2. OVERVIEW OF THE TRANSITIONS SERVICE

- 2.1. The Transitions service holds the statutory responsibility for young adults from 18 to 25 with disabilities, to increase their independence and help them plan for the future. The service aims to be involved from age 14 to 25; to make the journey between childhood and adulthood as smooth as possible.
- 2.2. There are 324 clients allocated to the service, 81 are older than 25. Over the next 2 years, 87 clients will be ready to move to the service from the Children with Disabilities service, a net gain of 6 clients assuming the clients aged 25+ move on to other services.
- 2.3. The team receives external and internal referrals from a number of sources including health, mental health, education, and self-referrals from families.
- 2.4. The presenting needs vary in complexity and in the main include learning disability, neurological conditions, autism, and physical disabilities.
- 2.5. There are a number of referrals of other vulnerable adults - where there is no defined clinical diagnosis, but due to combination of difficulties the young person is entitled to assessment under Care Act.
- 2.6. Other cases include carer crisis, adult safeguarding, legal cases including threat of judicial review, and reviews of NHS funded care packages.

Interface with education

- Our significant costs include residential educational placements, and high cost supported living and respite placements.
- Education funds the costs of residential education placements for young people until the age of 18. Most young people remain in such placements until the age of 21 and sometimes up to the age of 25.
- There has been a recent increase in requests from education for adult social care to fund the residential elements of education placements.
- Residential costs are often two thirds of the full cost.
- Croydon has historically placed a number of children and young people out of the borough and in the independent/non-maintained sector, in

particular those in the older age range, due to a lack of suitable education and care provision pathways locally.

- In the academic year 2018/19 55% of young people with an Education Health Care Plan were 16 and over, placed in schools and colleges outside of Croydon; this compares with 15% of under 16 year olds.
- Placement outside of the borough has financial implications with increased transportation costs and does not support the long-term outcome of independence in or near a young person's local community.
- Our aim is to establish sufficient local provisions such that decision-making can be based on local pathways for local young people.

3. BUDGET, TRANSFORMATION AND SAVINGS

Budget

3.1. The tables below show the 21/22 budget (table 1), and also the history and change of the budget and outturn over the last few years (table 2).

Table 1 – 2021/22

| DISABILITY TRANSITIONS | | | 2021/22 Budget | Spend to Date | Projected Outturn | Variance |
|------------------------|-------------------------------------|----------------|------------------|------------------|---------------------|----------|
| Cost Centre | Description | FTE | £ | £ | £ | £ |
| C10733 | Staffing | 10 | 665,000 | 189,594 | 665,000 | 0 |
| C12466 | Care Packages/Placements | | 9,080,000 | 4,680,327 | 9,080,000 | 0 |
| | Income | | (226,000) | (222,524) | (226,000) | 0 |
| | Net Controllable budget | | 9,519,000 | 4,647,397 | 9,519,000 | 0 |
| | Current year's Saving target | | | | | |
| | | Savings | Target | Achieved | Overachieved | % |
| | | 2021/22 | 257,400 | 455,894 | 198,494 | 77% |

Table 2 – 2018/22

| | 2018/19 | | | 2019/20 | | | 2020/21 | | | 2021/22 | | |
|--------------|------------------|------------------|-----------------|------------------|------------------|------------------|------------------|-------------------|------------------|------------------|------------------|----------|
| | Budget | Outturn | Variance | Budget | Outturn | Variance | Budget | Outturn | Variance | Budget | Outturn | Variance |
| Staffing | 514,000 | 439,368 | -74,632 | 529,000 | 914,038 | 385,038 | 665,000 | 1,040,530 | 375,530 | 665,000 | 665,000 | 0 |
| Care | 4,314,000 | 3,789,140 | -524,860 | 5,151,410 | 6,091,365 | 939,955 | 5,148,000 | 10,941,325 | 5,793,325 | 8,854,000 | 8,854,000 | 0 |
| Total | 4,828,000 | 4,228,508 | -599,492 | 5,680,410 | 7,005,403 | 1,324,993 | 5,813,000 | 11,981,855 | 6,168,855 | 9,519,000 | 9,519,000 | 0 |
| Staffing | % Increase | | | 3% | 108% | | 26% | 14% | | 0 | -36% | |
| Care | % Increase | | | 19% | 61% | | -0.1% | 80% | | 72% | -19% | |

3.2. The underspend in 18/19 was supported by transformation funds (£2.133m), meaning an overspend of £1.533m to the underspend shown above of £0.599m.

3.3. The 21/22 budget had an inherited £1.600m forecasted overspend, as the budget did not meet the activity (run) rate. There was also a potential one off pressure of £0.700m. However as of period 3 these have been mitigated and the budget is forecasting as balanced.

3.4. Budget strengths include:

- Budget monitoring streamlined for monthly forecasting.
- Dedicated professionals, finance and operations.

3.5. Budget weaknesses include:

- Budget resources have contributed to financial and operational pressures.
- Slow reporting from LAS/ContrOCC Social Care System.

3.6. Budget opportunities include:

- Review of packages and improved commissioning.
- Ensure improved referral / joint funding for CHC funding.
- Improve interface with SEND to ensure a reduction in numbers of high cost education placement.
- Early identification and review of high cost care arrangements transferring to transitions allowing more cost effective options to be explored.

3.7. Budget threats include:

- Unquantified high cost of 16-18 year old clients in education moving to transitions
- Legacy/backdated payments which have not been accrued for
- High cost legacy payment
- Demand from new clients 13-17 yr. olds coming into the system

Savings delivery

3.8. The 21/22 savings target of £0.257m has been achieved.

3.9. The continued overachievement is being offset against the initial budget pressure mentioned above.

Transformation

- 3.10. The specific focus for 2021/22, will target embedding a strengths based approach, the better use of placements, reviewing the core offer and a commissioning plan.
- 3.11. This is already producing results, as can be seen from the overachieving of our current savings target and forecasting a balanced budget.
- 3.12. Further work to show the impact and outcomes on young people is proposed to come to future scrutiny sessions.

Financial management systems

- 3.13. **Adult social care challenge panel** – The panel meets daily, and receives all new and reviewed package of care requests. The panel consists of adult social care, finance and commissioning heads of service.
- 3.14. The purpose is to ensure all cases presented have considered the following:
- Strengths based approach, focussed on the individual's assets rather than need.
 - Best/appropriate use of placement options, i.e. using supported living, or shared lives, placement in extra care housing before residential homes.
 - Direct payments, which are personal budgets giving the resident and carer more control over how and where their care is purchased.
 - Assistive technology, such as ceiling hoists, to enable single rather than double handed care.
- 3.15. **Monthly budget monitoring** – the head of service reports on budget spend, savings and pressure monthly.
- 3.16. **Joint funding panel** - There is an established tripartite joint funding panel where all cases requiring joint funding are presented with the right partners around the table. The efficacy of this panel is yet to be established in terms of what difference it makes to ensuring packages are achieving best value in line with need. In the months ahead the head of service will be working with the heads of service for SEND and Children with Disability Service to improve the interface between the Joint Funding Panel and the Challenge Panel in Adults Social Care.
- 3.17. **Savings validations** – all package of care savings being realised must remain within legislation and guidance, and also be validated by the finance team, before it is ratified as delivered.
- 3.18. Furthermore, all new proposed financial efficiencies, must also be validated by the head of finance in terms of their achievability, before projects can be progressed for corporate sign off.

4. RISKS AND MITIGATIONS

Strategic

- 4.1. Continued Covid impact on staff, resident welfare and savings targets – remains unknown. Work with the LGA and other boroughs, pan London and NHS will feed into our learning and forecasting ability around the impact.

Operational

- 4.2. **Workforce morale** – remains pressured due to the impact of COVID and organisational change. The impact is evident in both the number of staff leaving Croydon and challenges in recruiting new social care staff.
- 4.3. **LAS implementation** – the case notes system still requires some final reporting capability to enable the service to have a strong oversight on activity and spend. Better Gov. who were the implementation partner, are back on site delivering this final capacity.

5. RESIDENT AND CARER IMPACT

Legislation and guidance

- 5.1. The budget and service changes in adult social care are being made on operational decisions and practice, using relevant legislation frameworks. The statutory service offer remains the same, and as outlined in the principles below:
- Our adult social care service eligibility and service provision reflect the relevant legislation underpinning social care and health through the Care Act (2014), Mental Health Act 1983, Mental Capacity Act, Deprivation of Liberty Safeguards, The Children and Families Act, Children with Disabilities Act.
 - All packages are assessed or reviewed, proportionately, through a strengths based approach, considering safeguarding, to meet the needs of the individual and carers.
 - Residents can access appropriate services provided in-house or commissioned by the Council, or delivered independently by the voluntary and community sector.
 - Where people have the financial means to pay a contribution, or to pay for their care in full, this will be in line with the self-funding legislations outlined in the Care Act and wider National policy.

Resident and user groups

- 5.2. A range of resident engagement groups are in existence and we will work collaboratively with service users and their carers as we make changes, engaging as appropriate. This includes working with the Croydon Adult Social

Services User Panel (CASSUP), Parents in Partnership, Carers Partnership Board and Healthwatch Croydon.

- 5.3. Where statutory consultation is required this is delivered. On the whole, however, the changes being made are on operational decisions, using relevant legislation frameworks.

Complaints

- 5.4. Complaints, ombudsman reports, MP enquiries and Councillor Enquiries are a further opportunity for the service to measure and understand the impact of the package of care budget reductions on residents and their families.
- 5.5. Adult Social Care (ASC) has robust processes in place to manage and respond to complaints, MP enquiries and Councillor Enquiries. There is a dedicated officer who reports to a Head of Service overseeing the management of these tasks.

Equality impact

- 5.6. The package of care savings equality impact assessment (shared at May's Scrutiny Committee) will continue to be a live document, to support decision making and evaluate the overall impact of the package of care budget reductions and future decisions on the budgets.
- 5.7. Evidence from staff, assessments and reviews, compliments, complaints, and Ombudsman rulings will be used to regularly update the tool, and inform budget decisions and escalation of concerns.

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APPENDICES TO THIS REPORT

Transition to Adults Social Care - Eligibility Criteria 18-25