

## South Ayrshire Health and Social Care Partnership

### Report

<b>Meeting of South Ayrshire Health and Social Care Partnership</b>	<b>Integration Joint Board</b>
<b>Held on</b>	<b>14<sup>th</sup> September 2022</b>
<b>Agenda Item</b>	<b>TBC</b>
<b>Title</b>	<b>Transformation and Efficiency Update</b>
<b>Summary:</b> The purpose of this report is to provide the IJB with an update on transformation progress to date and efficiencies realised from transformation and service improvement activities, and to consider future service improvement plans that will be presented in more detail at a later date.	
<b>Presented by</b>	<b>Lisa Duncan, Chief Finance Officer</b>
<b>Action required: It is recommended that the Integration Joint Board:</b> (i) Note the current financial projected underspends; (ii) Note the transformation progress and efficiencies achieved to date; (iii) Consider the future service developments for investment to be presented at a future IJB	

<b>Implications checklist – check box if applicable and include detail in report</b>									
Financial	<input type="checkbox"/>	HR	<input type="checkbox"/>	Legal	<input type="checkbox"/>	Equalities	<input type="checkbox"/>	Sustainability	<input type="checkbox"/>
Policy	<input type="checkbox"/>	ICT	<input type="checkbox"/>						

<b>Directions required to NHS Ayrshire &amp; Arran South Ayrshire Council, or both</b>	1. No Direction Required	<input type="checkbox"/>
	2. Direction to NHS Ayrshire and Arran	<input type="checkbox"/>
	3. Direction to South Ayrshire Council	<input type="checkbox"/>
	4. Direction to NHS Ayrshire and Arran and South Ayrshire Council	<input type="checkbox"/>

**SOUTH AYRSHIRE HEALTH AND SOCIAL CARE PARTNERSHIP  
INTEGRATION JOINT BOARD  
Report by Chief Finance Officer**

**Transformation and Efficiency Update**

**1. PURPOSE OF REPORT**

- 1.1 The purpose of this report is to provide the IJB with an update on transformation progress to date and efficiencies realised from transformation and service improvement activities, and to consider service improvement plans that will be presented in more detail in due course.

**2. RECOMMENDATION**

**2.1 It is recommended that the Integration Joint Board;**

- (iv) Note the current financial projected underspends;
- (v) Note the transformation progress and efficiencies achieved to date;
- (vi) Consider the future service developments for investment to be presented at a future IJB

**3. BACKGROUND INFORMATION**

Since March 2020 the Health and Social Care Partnership have been responding to the challenges of the covid pandemic, changing ways of working rapidly and implementing new policies and guidance to keep the people of South Ayrshire safe. During this period the services have also implemented transformational change within services and there is clear evidence that change and service improvements have resulted in financial efficiencies.

It is recognised that transformation is key to shaping health and care services for the future, shifting the balance of care to more early intervention and prevention approaches and community based services with less reliance on institutional based services.

The financial outlook for health and social care remains as challenging as ever with increased inflationary pressures impacting on the cost of services, demand from covid backlogs and longer term impact of the covid pandemic impacting general health and mental health needs. This paper demonstrates that services can transform and improve outcomes for individuals and also financial performance. Further transformation and service improvement projects are being defined to meet the challenges of the sector, these will help inform the budget setting process for 2023-24 and the medium term financial plan.

The following report is set out by specific service and relates to social care side of the partnerships' transformation and service improvements within the following services:-

- Children and Families
- Learning Disabilities
- Older People

## 4. CHILDREN AND JUSTICE SERVICES

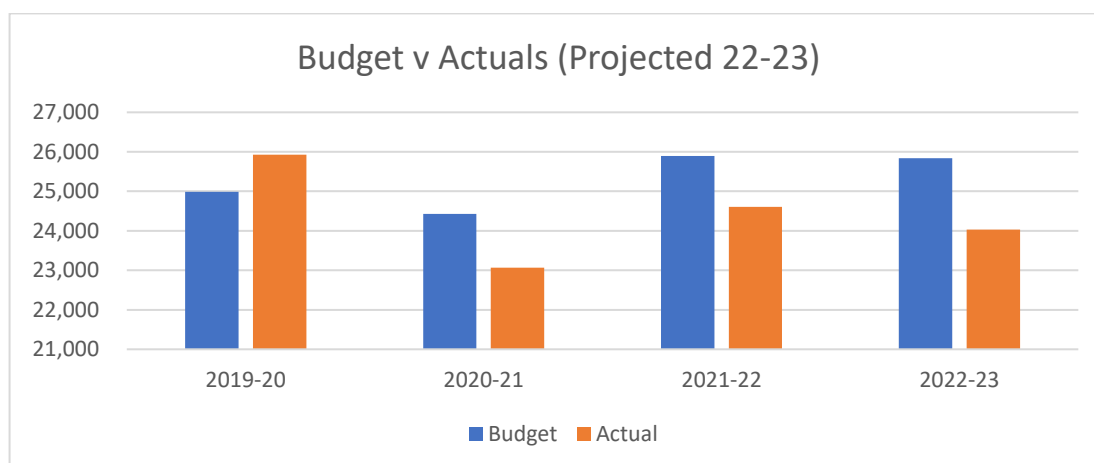
### 4.1 Current Financial Position

The latest budget monitoring report presented to the IJB on the 17th of August, highlighted a projected underspend of £1.812m within Children and Justice Services. This underspend can be attributed to two main areas of expenditure. Out authority placements and family placements. As noted in the table below.

Service Area	Budget 22-23 £'000's	Projected Spend 22-23 £000's	Under (Over) spend £'000's
Outwith Authority Placements	5,186	4,389	797
Family Placements	4,456	3,255	1,201
<b>Total</b>	<b>9,642</b>	<b>7,644</b>	<b>1,998</b>

### 4.2 Expenditure Trend

The table below highlights the overall actual spend against budget within Children and Justice services since 2019-20, when there was a significant overspend. Since then transformation projects have progressed and savings achieved in out with authority and family placements.



### 4.3 Transformation Activities

In February 2020, the Council's Leadership Panel approved funding of £0.429m in three specific transformational projects namely:-

- Whole Family, Whole System Approach this involved creating a team based in Belmont Academy, called Belmont Family First;
- Signs of Safety implementation, creating a change in culture contributing to whole system redesign and change in the balance of care; and
- Development of Cunningham Place enhancing local provision.

Savings from these projects were to be invested back into the service or used to balance the budget in future years. Details of Transformation work are included in the IJB report Children Services Transformation Work presented to the IJB on the 14<sup>th</sup> of September. This following section will focus on the financial efficiencies achieved.

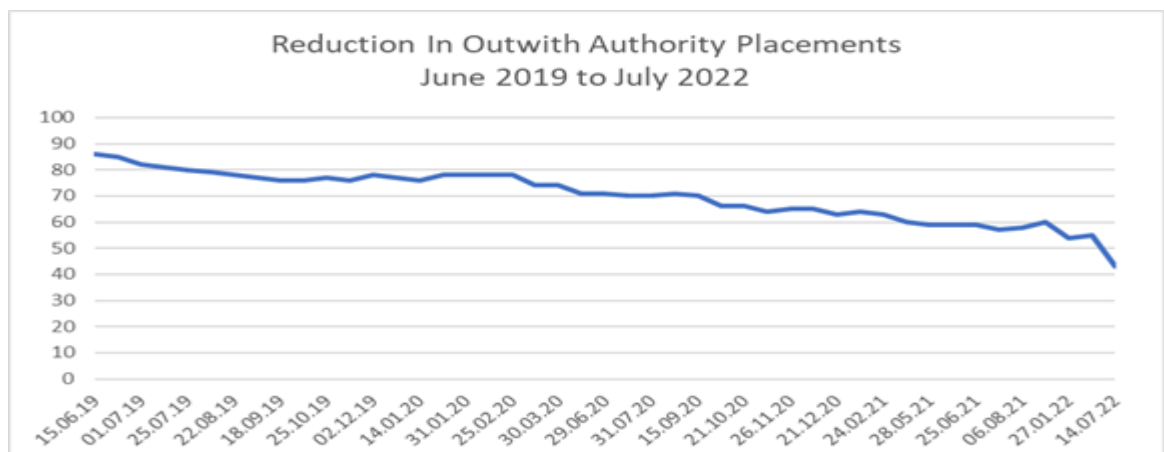
#### 4.4 Efficiencies Achieved

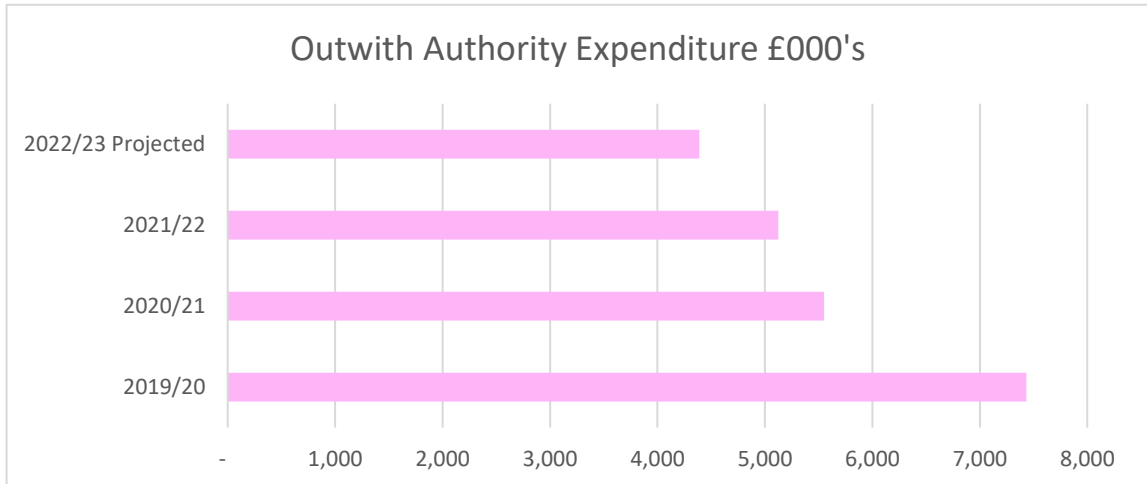
Included in the budgets for the 2019-20 to 2021-22 efficiency targets of £1.894m were approved, this was following analysis of services and a planned approach taken in achievement of savings. The transformation projects being a key catalyst in enabling achievement of the savings noted in table below. With the exception of the Cunningham Place the works have been delayed due to impact of the covid pandemic. Efficiencies are removed from the budget at the start of the year, as noted in earlier table since 20-21 there has been a consistent underspend within the service, reflecting efficiencies have been made over and above targets set. This will be explained in the following sections.

Saving Description	2019-20 £000's	2020-21 £'000's	2021-22 £'000's	TOTAL £'000's
OWA Placements	764	565	400	1729
Increase Family Placements reduce OWA Foster Placements	0	0	70	70
Cunninghame House reduce 1 Residential Placement	0	0	95	95
<b>TOTAL SAVINGS</b>	<b>764</b>	<b>565</b>	<b>565</b>	<b>1,894</b>

#### Outwith Authority Placements

Placements outwith the local authority are more expensive than keeping children in their local area within family placements. Since 2019 there has been a steady decline in the number of placements from 86 to 41. With reduction in spend of £7.4m to £4.4m, savings targets have been achieved as well as a current underspend of £0.797m to reinvest in service improvements and further transformation. The tables below highlights the reduction in placements and the reduction in expenditure this is due to the establishment of the Signs of Safety culture and transforming to a strengths based whole family approach.

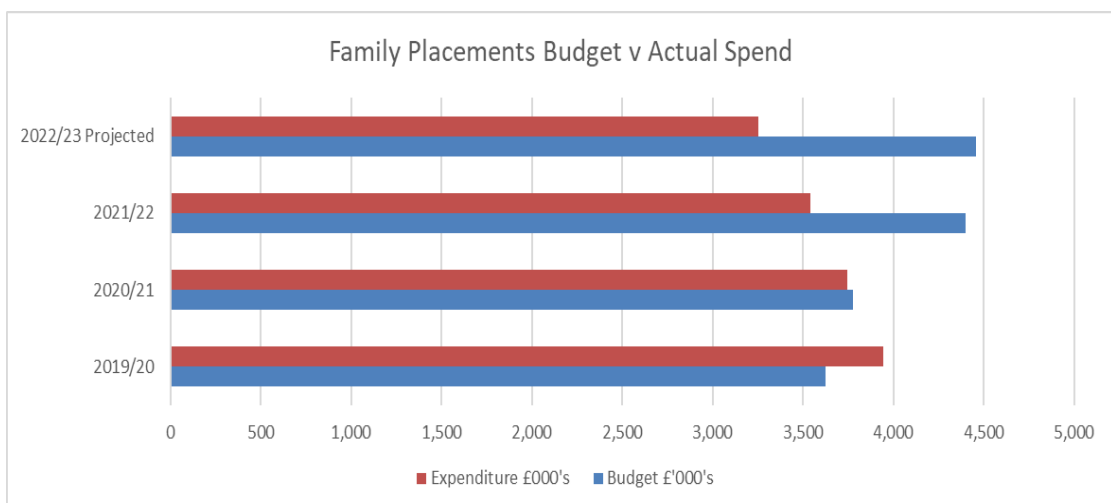


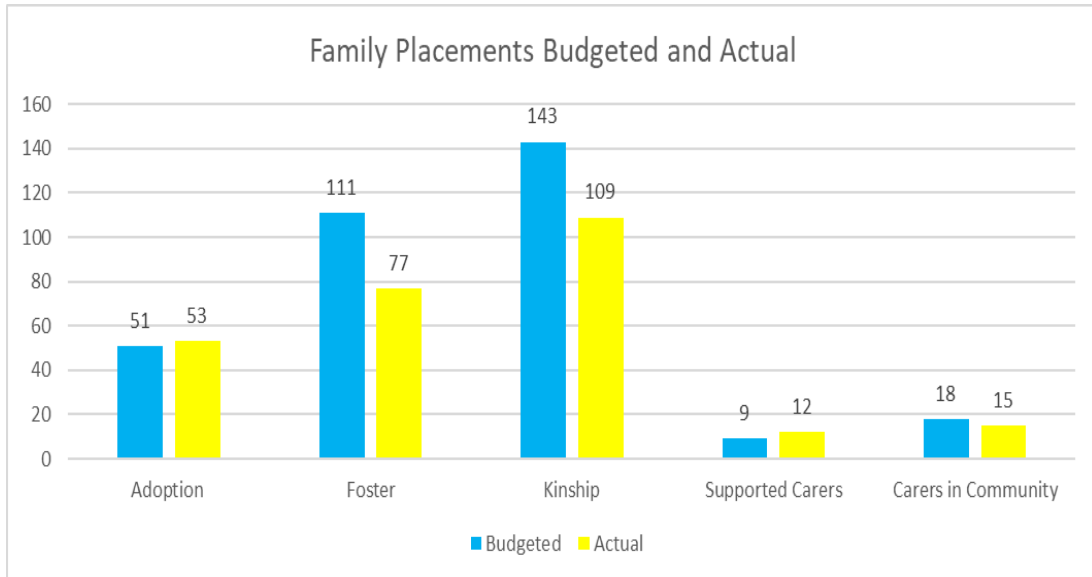


### **Increase Family Placements**

Within the approved budget for 2021-22 an efficiency target to reduce 10 out with authority foster placements at a saving of £424k and invest the savings into the family placement budget to increase 15 internal foster care placements at a cost of £287k and increase 10 kinship placements at a cost of £67k. This would achieve an overall saving of £70k. The expected increase in family placements has not occurred mainly due to the implementation of signs of safety culture embedding whole family approach with focus on early intervention and prevention approaches to supporting families.

The table below highlights the budget movement and the underspend in family placements. With a further table showing the difference between the budgeted level of placements and the actual current placements. Overall the budget can afford 332 family placements based on the budgeted compliment in the table, at present there is only 266 placements, a difference of 66 resulting in current underspend of £1.2m.





#### 4.5 **Future Service Developments**

The transformation projects have evidenced financial efficiencies over and above targets, there is an opportunity to continue to invest in transformational work to further enhance early intervention and preventative approaches. The team will focus on developing further proposals to:

- Roll out to other schools a Family First Schools project, learning from and expanding on the Belmont First model;
- Transform and modernise the children with disability team;
- Create neurodevelopmental support within Wallacetown;
- Redesign current Young Persons Support and Transition Team

### 5. **LEARNING DISABILITIES**

#### 5.1 **Current Financial Position**

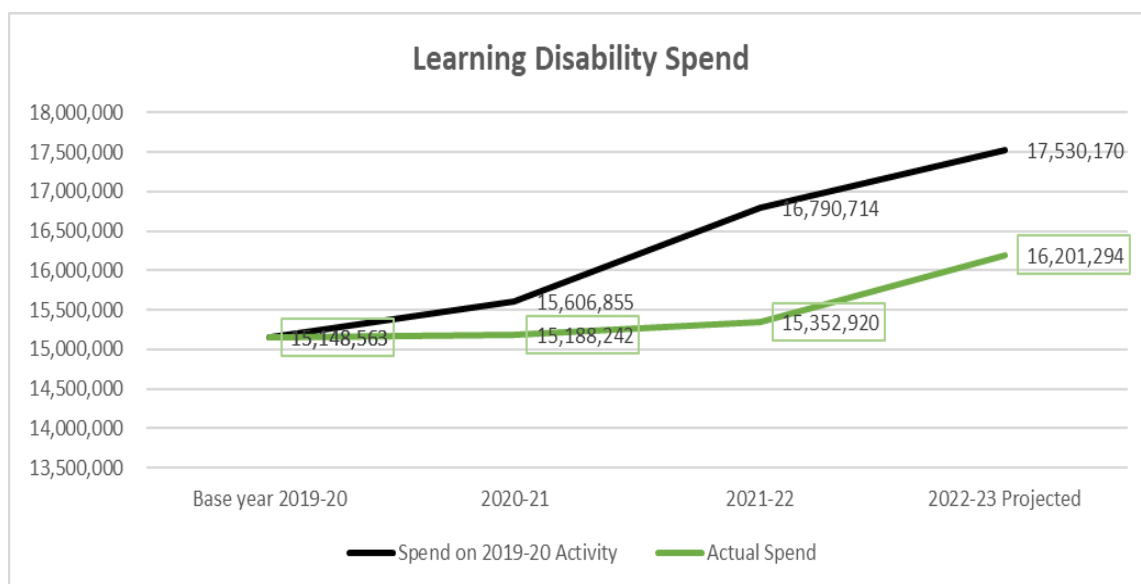
The latest budget monitoring report presented to the IJB on the 17<sup>th</sup> of August, highlighted a projected underspend of £0.964m within Learning Disability community care packages. The latest August projection is highlighting an underspend of £0.997m, as shown in Table 2 below. This highlights the various types of community care and the underspend in community care is reflective of Self Directed Support (SDS) option 3 where services are purchased from social care providers on the Learning Disability Framework. The reasons for this underspend will be explained in the following sections.

The projected spend highlights an overspend in Self Direct Support options 1 Direct Payments and Option 2 Individual Service Funds (ISF) this is a deliberate move by the team to promote the use of SDS and move away from the traditional purchased care provision, offering more choice and control to the service user over how and when their care and support is delivered.

Type of Community Care Option	2022-23		
	Budget £000's	Projected Spend £000's	Projected Under/(Over) spend £000's
SDS Option1 - Direct Payments	697	710	(13)
SDS Option2 -ISF	921	1,136	(216)
SDS Option 3 - Purchased Provision	15,116	13,885	1,231
Supported Accommodation	465	470	(5)
<b>Total Community Care</b>	<b>17,199</b>	<b>16,201</b>	<b>997</b>

## 5.2 Expenditure Trend

The table below takes the 2019-20 spend as the base year, if this level of service had continued as is, the spend would be £17.530m in 2022-23 reflecting the annual contract increases. However, as you can see the spend is projected to be £16.201m, therefore an overall financial efficiency in service expenditure of £1.329m based on 2019-20 activity.

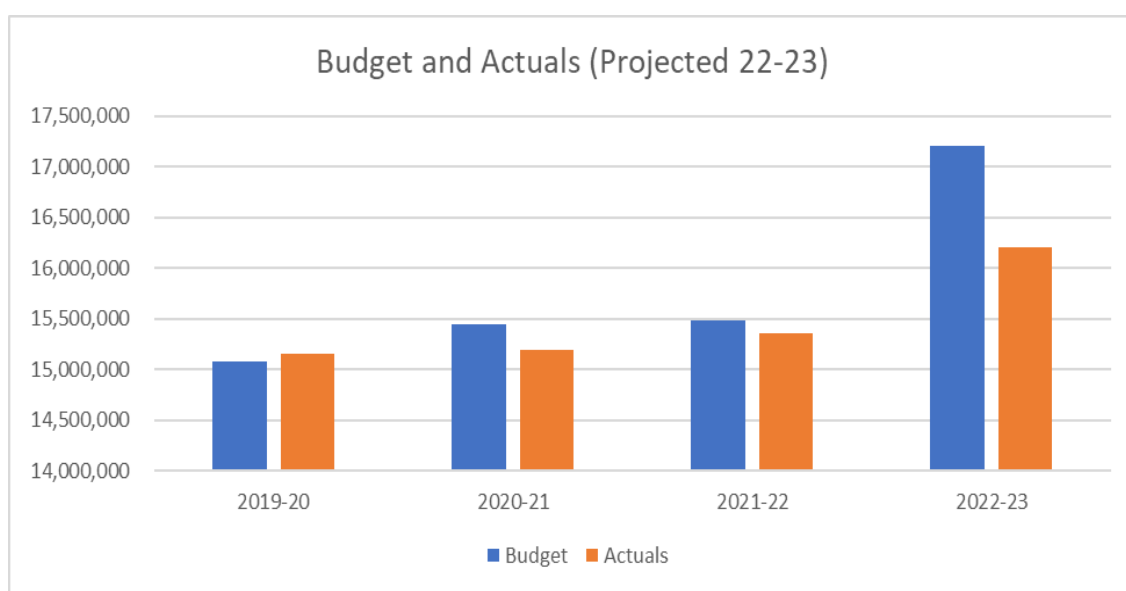


## 5.3 Efficiencies Achieved

Since 2019-20 there has been a decrease in actual spend compared to budget, as illustrated in the table below. The budget was increased year on year to reflect the contract uplifts. However, efficiencies were approved in the budget years 2019-20 to 2021-22 a total of £1.735m reduced the budget available and savings were to be made as noted in table below.

Saving Description	2019-20 £000's	2020-21 £'000's	2021-22 £'000's	TOTAL £'000's
Review of sleepovers	100	0	0	100
Girvan Core and Cluster	180	0	0	180
Review of Adult Care Packages offering choice and control	0	720	407	1,127
Review of High Cost Care Packages	0	328	0	328
<b>TOTAL SAVINGS</b>	<b>280</b>	<b>1,048</b>	<b>407</b>	<b>1,735</b>

The savings above are deducted from the budget at the start of the budget year, and as noted in table below the comparison of budgets and actuals each year, with the exception of 2019-20, the actual expenditure was less than budget. This highlights savings in excess of the £1.735m have been made over the course of the 3 years.



#### 5.4 Service Improvements

The learning disability team have focussed on delivering service improvements and meeting financial efficiency targets which are clearly evidenced in the financial tables included in previous sections. The team have undertaken consultation and engagement sessions with service users, carers and providers over the last year to create the new [“Live Your Best Life” Learning Disability Strategy](#) presented to the IJB on the 15<sup>th</sup> of June 2022. The new five year strategy includes actions relating to health and wellbeing, choice and control, living independently and active citizenship. Some of these actions will be reflected in future budgets reshaping service delivery for people with Learning Disabilities.

The following sections reflect on the last few years achievement of efficiency targets along with delivery of service improvements, and reflect a lot of the actions included in the new strategy are already making progresses.



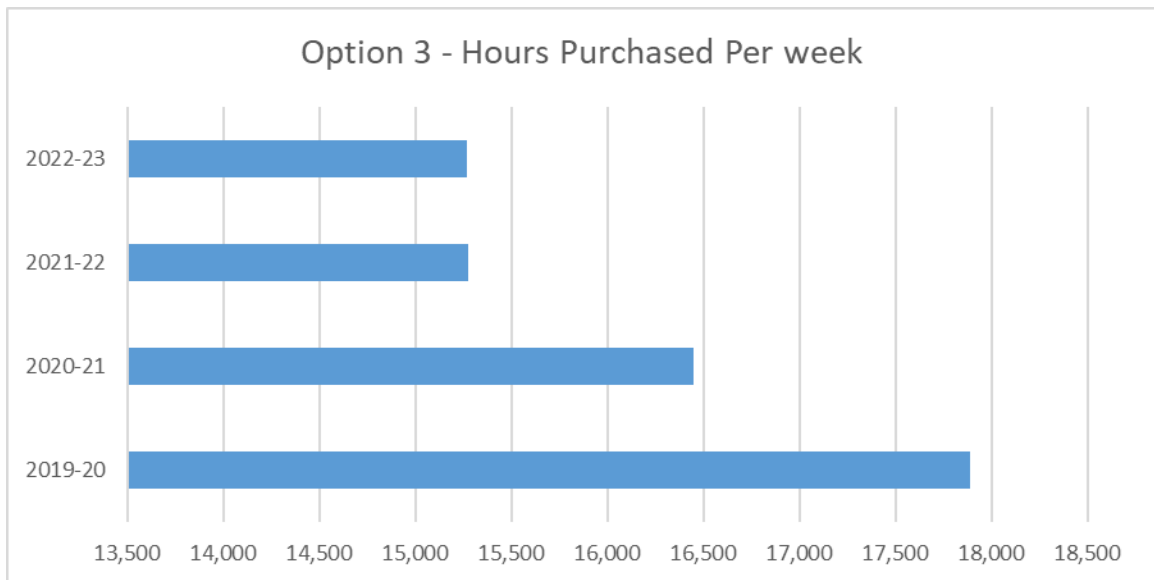
**Sleepovers** - A review of sleepover provision was undertaken and alternatives looked at to provide a more person centred approach. Savings of 100k were achieved through sharing of sleepover provision within existing tenancies as well as core and cluster accommodation being able to facilitate sleepover services.

**Supported Accommodation** – the provision of supported accommodation provides individuals with their own tenancy and at the same time access to care and support as and when needed, and opportunity to be involved in social activities. Over the course of the period two supported accommodation models have been created. At present there are 22 individuals living within either Girvan Core and Cluster or Elba Gardens, at an annual cost of £470k, on average £21k per annum each, compared to an average community care package of £58k. On this basis potentially £806k of savings could have been achieved, however within Girvan core and cluster younger adults who were being supported at home took on tenancies to optimise their independence providing early intervention supports this approach avoids higher cost care packages in the future.

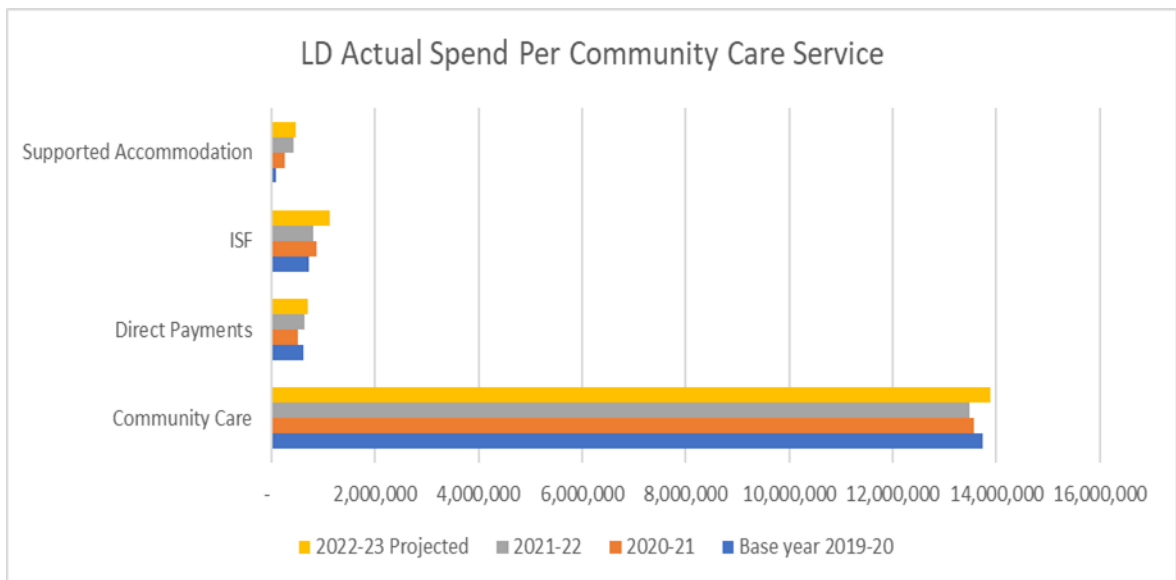
**High Cost Care Packages** – are classed as 24hour 7 day a week care packages in the community costing over £100k per annum. Often people are cared for in their own home on a one to one basis and at times receiving double carers, with no or limited social inclusion activities. Following review of these care packages and in response to service users' preference three individuals were moved into residential care, where care was delivered in a homely setting including social interaction with peers, saving £328k.

**Review of Care Packages** – the service has implemented an improved resource allocation process, where all care packages are reviewed at a resource allocation group. The group consists of social workers, team leads, service manager, self-directed support lead and respite leads. The purpose is to provide a holistic view of the care package request whether new to the service or change to existing needs. The review includes evidence of self-directed support options along with use of other community supports available rather than traditional purchased services. This approach has worked really well in achieving financial efficiencies but also in achieving better outcomes for service users.

**Pandemic Impact on Service Provision** – Prior to the pandemic 17,889 hours were purchased on a weekly basis from private providers to meet learning disability needs in the community. During the pandemic a lot of the social support ceased due to the social distancing rules in place as well as shielding rules for more vulnerable service users. Service provision continued during this period in the form of garden visits, zoom quizzes and on-line exercise classes. As time moved on and social distancing rules were relaxed the Learning Disability team with the assistance of volunteers created the Grub Club and social activities at the ARK. These groups have proved really successful with up to 40 people regularly attending these activities, this has naturally reduced the need for purchased social care support. This has impacted on less hours purchased as shown in the table below. With 15,271 hours per week now being purchased, or a reduction of 2,618 hours. Of this 1,000 hours were brought in house to provide a home support service to individuals with complex needs with staff transferring into the Council and budget transferred from purchased care to employee costs. The remaining 1,618 hours at £19.21 per hour equate to £1.621m per annum financial efficiency.



**Self-Directed Support Uptake** - not all the reduction in hours can be attributed to the provision of other community based supports. The Learning Disability team has worked hard in promoting all self-directed support options. As noted in the table below there is an increase in spend in Individual Service Funds and Direct Payments compared to 2019-20.



In particular there has been an increase of 27 service user's choosing Individual Service Funds (ISF) from 18 in 2019-20 to 45 in 2022-23. This option allows the service user to choose the provider and arrange supports directly with the provider to meet their assessed need. This has become more popular arrangement as it offers flexibility to the service user and provides them with the control over when they need their support. The average cost of an ISF is £25,252 per annum.

Direct payments have increased by 2 from 2019-20 26 to 28 in 2022-23, not a significant increase, this option allows the service user to purchase care and supports on their own and direct their own care, whether through a personal assistant or an agency. This option offers the most control, however is more complex due to the responsibility of managing

the financial elements. The average cost of Direct Payment is £25,351 per annum similar to an Individual Service Fund.

By choosing a direct payment or an individual service fund at average cost of £25k per annum compared to purchased provision at an average cost of £58k, there is clearly a financial benefit as well as providing greater choice and control to the person.

## 5.5 Future Service Developments

Following the launch of the new “Live Your Best Life” Learning Disability Strategy and Scottish Government investment in a community living change fund, the team will be focussing on service developments including :-

- Creation of a new Core and Cluster in Carrick Street, Ayr
- Continue to promote Self Directed Support Options
- Development of a new building based service in Ayr
- New Flexible Assessment Support Team “FAST”
- Assessment of placements outwith Ayrshire

## 6 OLDER PEOPLE

An Older People Position statement was presented to the IJB on the 12th of December 2018, this paper set out the current issues pertaining to the demand of older people’s social care services in South Ayrshire. The analysis presented issues related to care home provision, care at home provision, day services and the responder service. The paper identified areas requiring additional capacity and proposed a range of options to deal with these issues. The following sections will focus on these specific services and compare where we are now in comparison to the demand projections included in the report, and how transformation has helped shift the balance of care within older people services.

### 6.1 Current Financial Position

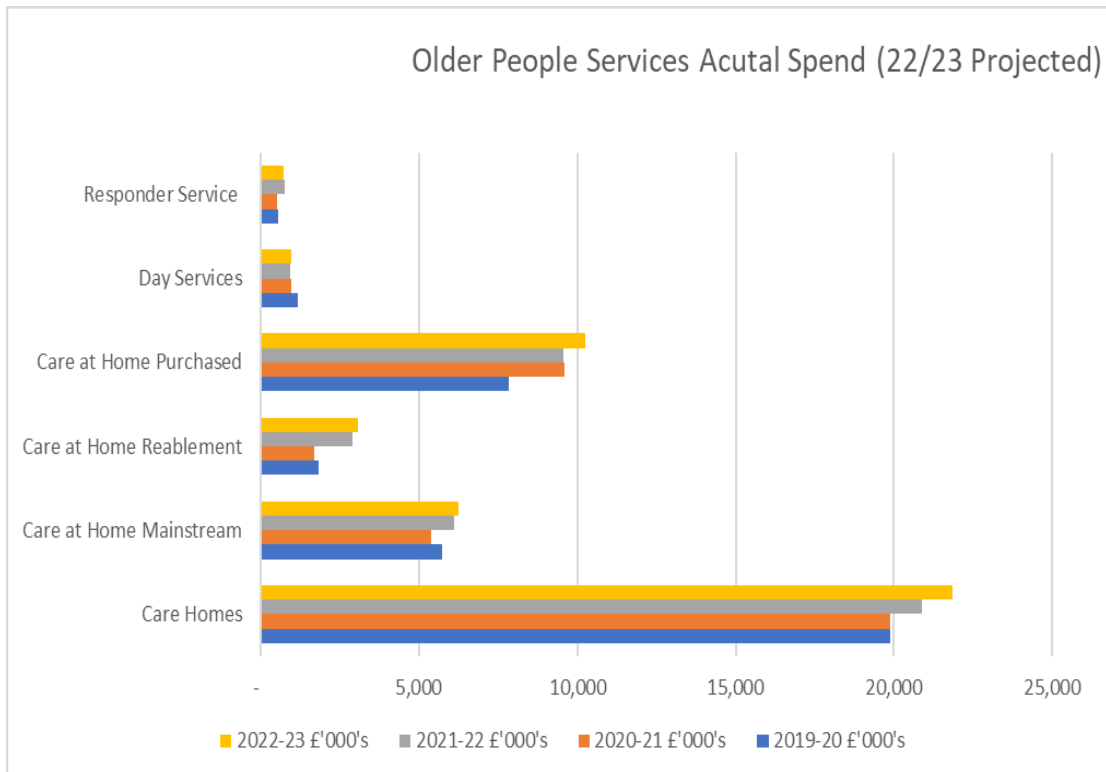
The latest budget monitoring report presented to the IJB on the 17th of August, highlighted a projected underspend of £0.559m within Older People social care services.

The table below provides the projection for the specific services in the older people position statement.

Service	2022-23		
	Budget £'000's	Projected Spend £'000's	Projected Under/((Over) spend
Care Homes	21,856	21,856	-
Care at Home Mainstream	6,249	6,249	-
Care at Home Reablement	3,050	3,050	-
Care at Home Purchased	10,948	10,248	700
Day Services	975	975	-
Responder Service	704	704	-
<b>TOTAL</b>	<b>43,782</b>	<b>43,082</b>	<b>700</b>

## 6.2 Expenditure Trend

The graph below shows the actual expenditure in each of the categories, it should be noted expenditure has increased as a result of annual pay awards, contract uplifts, and specific investment. Over the course of the last few year's IJB have invested £1.005m in reablement capacity, £0.200m increasing responder service capacity and most recently in 2022-23 investment received from the Scottish Government's Winter Planning allocation of £0.752m to increase care at home capacity.



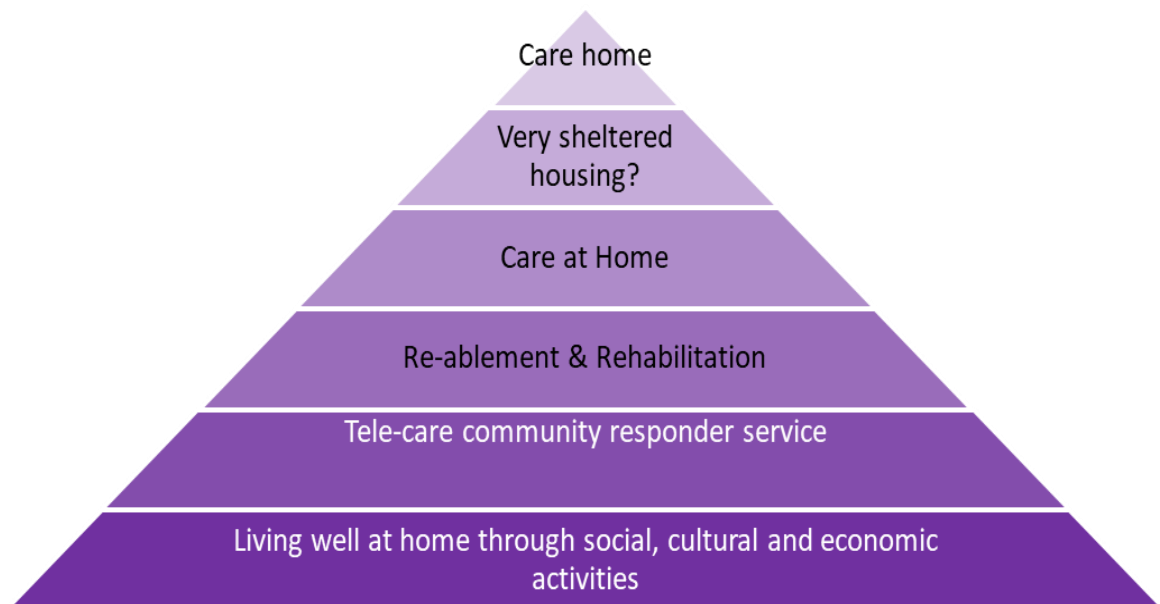
## 6.3 Transformation and Efficiencies

### Older People Service Provision

The pyramid below shows the hierarchy of service provision. Those interventions that are low intensity and low cost but highest volume are towards the base of the pyramid. Those interventions that are highest intensity and highest cost and lowest volume are towards the apex of the pyramid.

This is demonstrated by the cost table in the expenditure trend, with the highest cost being care home provision.

The Older People's position paper stated that by shifting activity and resources to the base of the pyramid, early intervention and preventative care such as telecare equipment with responder services and reablement provision this will limit demand rising further up the pyramid for very sheltered housing and care homes.



The Medium Term Financial Plan (MTFP) was approved by the IJB on December 2019, the plan was created to outline how the IJB would use its financial resources to meet the challenges over the coming years including growing demand, higher costs and constraints in funding.

The South Ayrshire IJB vision at that time was “working together for the best possible health and wellbeing of our communities”. This vision was to be achieved by shifting the use of resources, allocating resources to recovery and reablement, prevention supports, community based services, improving quality and access to services.

The MTFP stated that transformation projects within older people services for increasing Reablement and Mobile Responder capacity would help move towards the vision whilst realising efficiencies and transferring resource to lower level supports.

The following sections will take each service noted in the Older People position paper including the demand trajectory at that time and provide a position of where we are now in terms of activity and financial performance, this will demonstrate the effectiveness of transformation progress.

### **Care Homes**

The Older People’s statement estimated that demand for care home placements would be 1,083 by 2022, however as shown in the table below at end of April 22 there was 878 people in care homes, this has risen to 903 , this is within the current budget available for both Council ran residential care homes and those purchased from the independent sector.

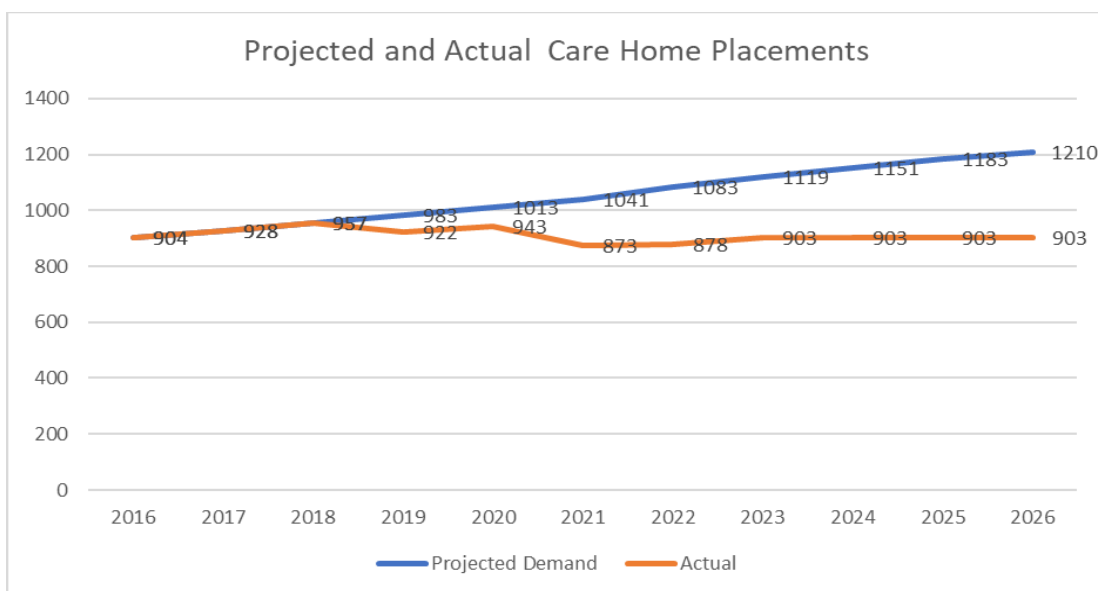
The Older People Position Statement detailed options to meet the additional demand in care homes these included,

- Utilising Full Capacity within South Lodge, bringing the 3<sup>rd</sup> floor back to use and creating a further 15 places
- Purchase more capacity from the additional independent sector
- Create new Council care home provision requiring capital investment

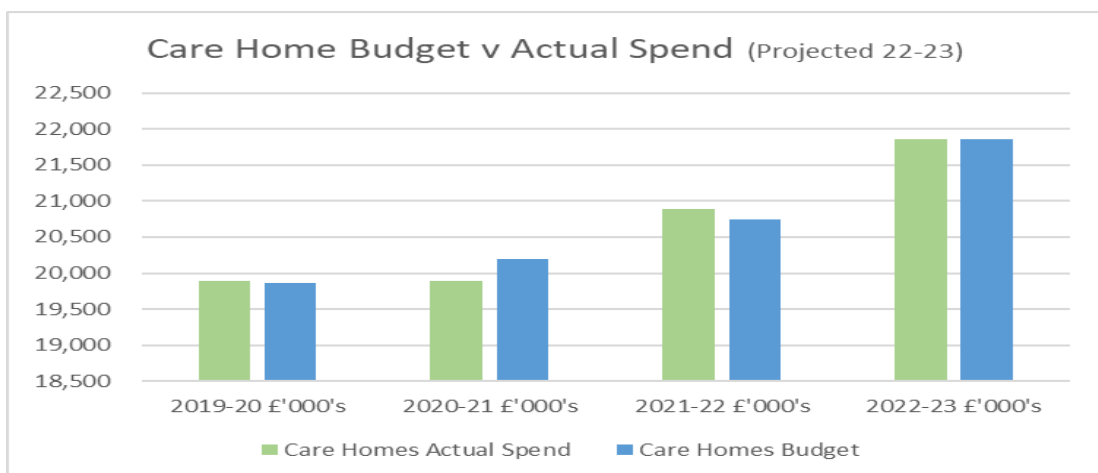
These options would have served to increase care home capacity, when the evidence showed that early intervention and prevention approaches would limit future demand and reduce the need for care home placements.

Investment into reablement was made in the 2020-21 budget and during the financial year 2020-21 as a result of a reduction in care home placements. Increasing the budget from £0.682m to £3m in 22-23 providing capacity to undertake reablement intervention prior to either moving onto mainstream care at home with a reduced service or requiring no intervention at all.

The tables below show the projected demand in care home placements from the older people position paper and the actual placements. Due to the steady decline from 2019, this allowed for the transfer of £0.590m equivalent to 22 care home places to be reinvested in reablement. Actual demand has remained steady and projected to remain with the budgeted 903 placements.



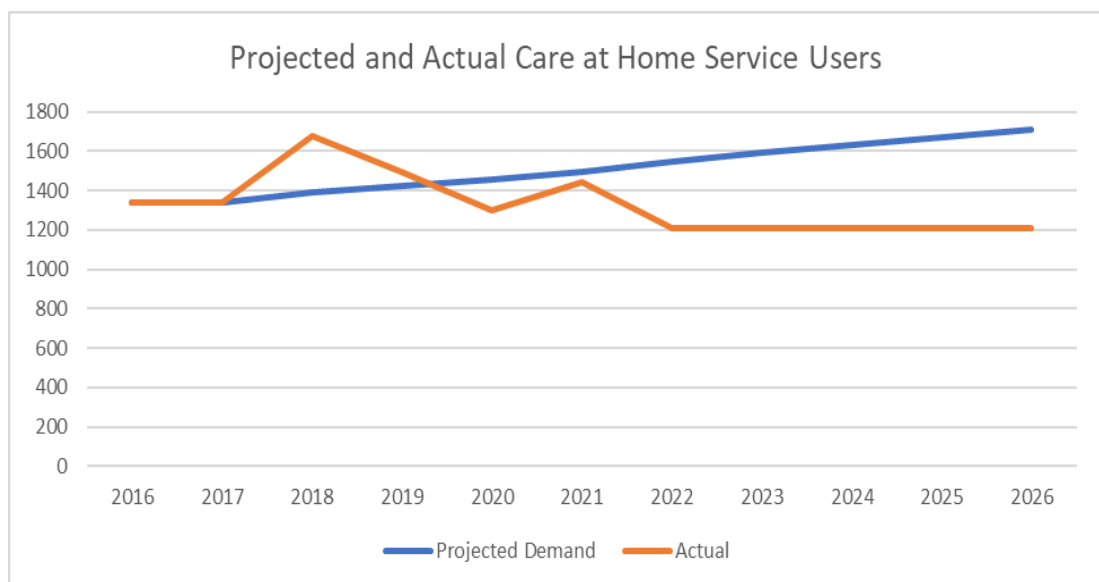
Illustrated below is the care home budget and actual expenditure for the years, note the budgets increase due to contract uplifts and pay awards. The level of budget is for 903 places.



## **Care at Home**

The older people position statement projected that demand would increase and by 2027 an additional 414 care at home packages would be required, due to an increase of 31% from 2017.

The table below shows the projected demand and actual number of service users in receipt of a care at home package. From 2017 to August 2022, there has been a decrease of 126 packages or 9.5%, whilst some of this is related to lack of current capacity in the market. As at Aug 22 there was 96 people waiting on a care at home package this is slightly higher than 88 people waiting on a care at home package as at Oct 2018. Demand including the waiting list now is 1,306 compared to projected 1,546. A reduction of 204 packages, this reduction in demand can be attributed to investment in early intervention including reablement capacity.



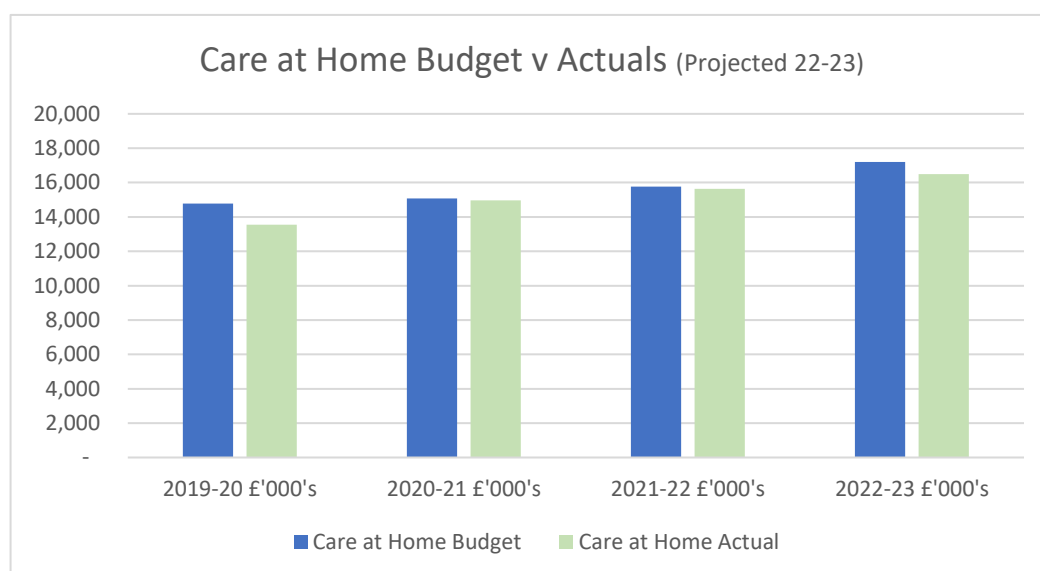
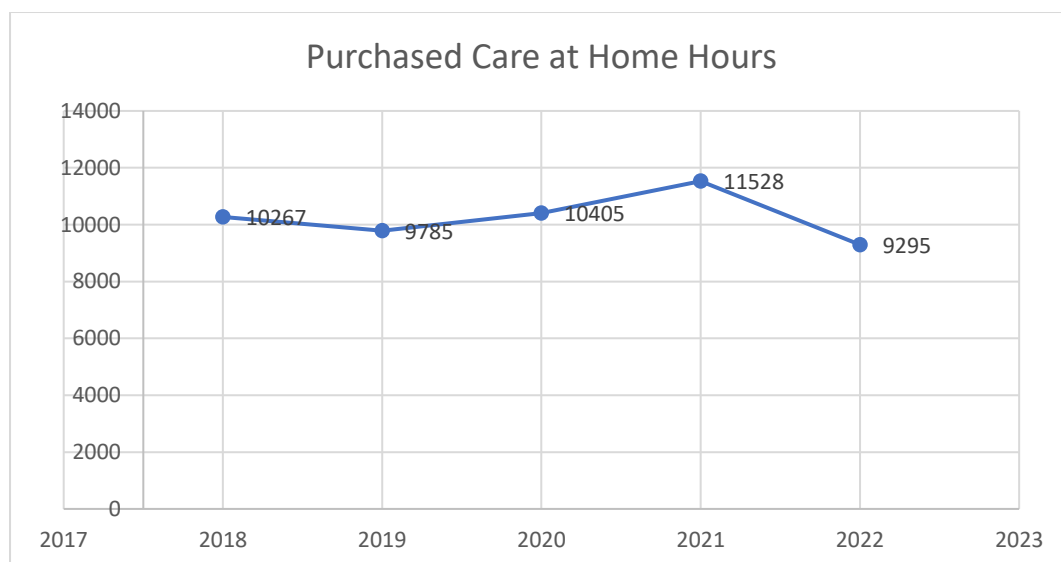
## **Impact of Reablement**

On the 24<sup>th</sup> of November 2021 an update on [Reablement Progress](#) was presented to the IJB, this report showed that 43% people who had a reablement intervention no longer required a care package and the reduction in purchased care was evidence of that.

The following charts provide an updated position on the purchased care at home activity, and a comparison of budget and actual spend over the years. It is clear from both charts there has been a decrease in hours purchased and the costs associated with care at home provision.

The Reablement progress paper noted the issues in care at home capacity in the market and how this is impacting on further reablement progress as the team are being utilised to support palliative care and not able to focus their full attention on reablement. Following this IJB have approved investment in Occupational Therapist Assistants to provide reablement intervention to people on the waiting list with expected outcome being this will reduce or negate their need for mainstream care at home hours thus providing additional capacity in the system. Further investment has

been made to Voluntary Action South Ayrshire (VASA) to provide more lower level early intervention supports again with the purpose to optimise independence and reduce demand on services further.

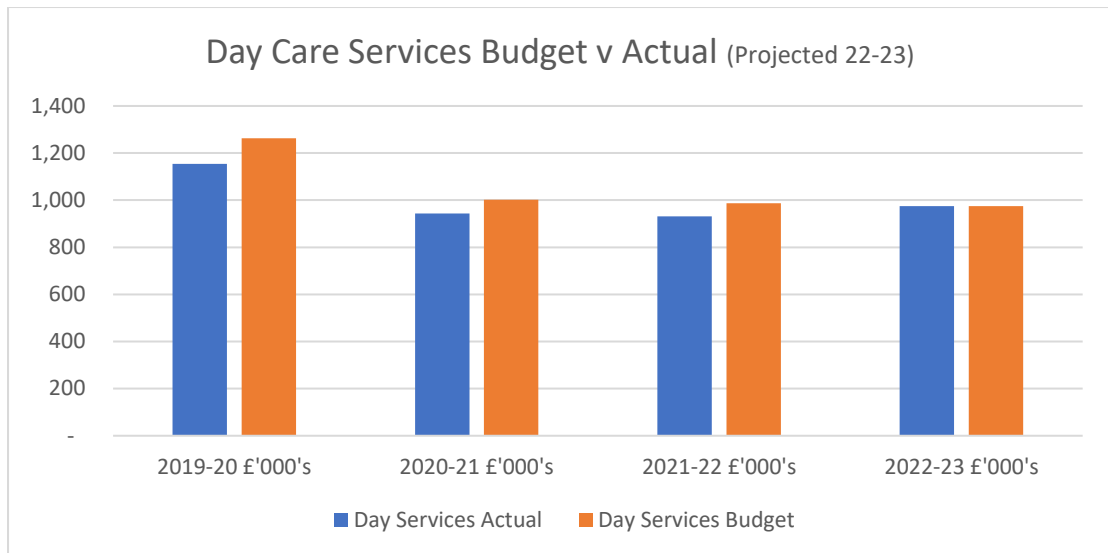


## Day Services

The older people position paper recommended a review of Day Care services, and the opportunity Self-Directed Support options giving service users more choice and control to view other options in terms of day time support. This opportunity combined with the introduction of a range of community based signposting services such as Community Links Practitioners and South Ayrshire Life, there is much more information available on the range of community based organisations and supports that are available to people within South Ayrshire. The budget for 2021-22 approved budget efficiencies of £0.200m were achieved, following less demand for purchased day care services.

The chart below illustrates the budget and actual over day service provision over the years.





## **Responder Services**

The older people position paper recommended the investment in responder service, would provide additional capacity to 24 hour provision to care needs that individuals have in their own home.

The outcome of additional capacity has reduced the response times with a reduction of 37 minutes for personal care response and a 5 minute reduction in response to a fall. Whilst this can not be directly correlated to reduction in out of hours admissions, the quicker response is keeping people safer in their community and enabling them to live as independently as possible in their own homes.

## **6.5 Future Service Developments**

The Scottish Government winter pressures funding has provided opportunity to invest in specific areas to provide additional capacity as well as focus on early intervention approaches. The following investments have been approved with specific outcomes to be defined and monitored during the year:-

- Occupational Therapy Assistants in Reablement Team to manage Unmet Assessed Need (RUNAT)
- Frailty Team
- Microenterprise Pilot
- South Lodge 3<sup>rd</sup> Floor step up step down beds

## **7 STRATEGIC CONTEXT**

7.1 The IJB is expected to operate within the resources available. This report contributes to the IJB Strategic Objective to “we are an ambitious and effective partnership”

## **8 RESOURCE IMPLICATIONS**

### **8.1 Financial Implications**

8.1.1 The financial implications are outlined within the report.

## **8.2 Human Resource Implications**

8.2.1 There are no human resource implications arising from this report.

## **8.3 Legal Implications**

8.3.1 There are no legal implications arising from this report.

## **9 CONSULTATION AND PARTNERSHIP WORKING**

9.1 This report has been prepared in conjunction with colleagues from South Ayrshire Council and NHS Ayrshire and Arran.

## **10 RISK ASSESSMENT**

10.1 The report sets out the financial risks.

10.2 The IJB Risk Management Strategy categorises the level of financial risk as high.

## **11 EQUALITIES IMPLICATIONS**

11.1 There are no immediate equality implications arising from the report.

## **12 SUSTAINABILITY IMPLICATIONS**

12.1 There are no environmental sustainability issues arising from the approval of this report by the IJB.

### **REPORT AUTHOR AND PERSON TO CONTACT**

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### **BACKGROUND PAPERS**





