



## **CABINET - 20 NOVEMBER 2020**

### **ADULT SOCIAL CARE TARGET OPERATING MODEL**

### **REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES**

#### **PART A**

##### **Purpose of the Report**

1. The purpose of this report is to ask the Cabinet to note the successful completion of developing and implementing the Adult Social Care Target Operating Model.
2. The programme has delivered the original objectives. This has been confirmed by measuring the actual run rate of performance prior to the Covid-19 pandemic. Details are given in the appendices to this report.

##### **Recommendations**

3. It is recommended:
  - a) That the report be noted, in particular:
    - i) The successful implementation of the Adult Social Care Target Operating Model (TOM) and achievement of improved ways of working and enhanced outcomes for service users;
    - ii) That the Adult Social Care TOM will support the on-going service delivery and financial efficiency, supporting the delivery of the Council's Medium Term Financial Strategy;
    - iii) The effect of Covid-19 on provision of adult social care services and the actions put in place by the Department to respond to this.
  - b) That the continued efforts needed to sustain and maintain the new Adult Social Care TOM and drive forward new opportunities for improvements be supported.

##### **Reasons for Recommendations**

4. The recommendations are made to ensure that the Target Operating Model programme is signed off for closure and is ready to move into Business as Usual as the Department's operating model for Care Pathway services.

### **Timetable for Decisions (including Scrutiny)**

5. The Adults and Communities Overview and Scrutiny Committee considered a report at its meeting on 2 November 2020. The Committee welcomed the closure report and thanked staff for the achievement of the benefits outlined as opportunities in the programme delivery. The Committee commented on the focus of the programme to improve outcomes for individuals which in turn led to efficiency and productivity gains for the council.

### **Policy Framework and Previous Decisions**

6. Leicestershire County Council's Strategic Plan 2018-22, 'Working together for the benefit of everyone' has been developed by the Council to focus on the issues that will make life better for people in Leicestershire.
7. The Council's Adults and Communities Department Adult Social Care Vision and Strategy, 'Promoting Independence, Supporting Communities' covered the period 2016 to 2020. The aim of the Strategy was to increase people's independence, reduce the reliance on formal social care provision, and develop new working practices to meet the demands going forward. The Strategy focussed on:
  - Preventing social care need, developing robust and flexible solutions;
  - Reducing and delaying the need for social care by promoting self-care, reablement, enablement and improved independence skills, ensuring that the "reablement and progression" models developed are flexible, accessible and produce effective outcomes;
  - Meeting essential need in order to keep people safe and maintain wellbeing;
  - Streamlined and efficient assessments, support planning and reviews;
  - Processes that work and workers empowered with the right tools to undertake tasks, having the right skills in the right part of the pathway;
  - Targeting staffing resources to meet needs for assessment and care management, social care provision and review.
8. On 23 November 2018, the Cabinet agreed the development of a new Target Operating Model (TOM) for adult social care services, including the appointment a suitably qualified strategic partner to enter into such contractual arrangements with third parties and deploy such internal resources as are necessary to deliver the revised TOM.
9. On 18 September 2020, the Cabinet approved the Department's new integrated Strategy 'Delivering Wellbeing and Opportunity in Leicestershire: Adults and Communities Department Ambitions and Strategy for 2020–2024'. The Strategy is based upon the principles which underpinned the development of the TOM and places a strong focus on improving outcomes for local residents.

### **Resource Implications**

10. The delivered benefits of the TOM programme are £11.8m recurrent on an annual basis, of which at least £10.5m is additional to existing Medium Term Financial Strategy (MTFS) plans. It is anticipated that some of the cashable savings will

contribute to the corporate efficiency and productivity saving of £8.6m. Other savings may be used for quality improvements in key service areas.

11. To enable the successful delivery of the TOM the County Council invested in a strategic development partner (Newton Europe) whose one-off fees (including estimated expenses and excluding VAT) were £4.5m. The Newton Europe contract was structured such that should the programme not deliver a recurrent annualised benefit greater than one and a half times the one-off Newton Europe fee, their fee will be reduced until this ratio is satisfied. In addition, the County Council is providing staffing and other minor expenses to support the delivery of the programme.
12. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the contents of this report.

### **Circulation under the Local Issues Alert Procedure**

13. None.

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## PART B

### Background

14. The TOM has been articulated to assure alignment to the Department's strategic approach and ensure operations are running as effectively and efficiently as possible. In order to help understand the improvement opportunities available through the Design and Implementation of a new TOM, the County Council commissioned independent specialist consultancy, Newton Europe, to work in partnership with the service throughout this process. Newton Europe has extensive experience in supporting clients to deliver improved services across Adult's and Children's Social Care, and Acute and Community Health.

### The TOM Programme

15. The core stages of the TOM programme undertaken are shown in Appendix A. The Design, Implementation and Sustainability work started in February 2019 and ended in August 2020. There was a pause in the TOM's programme of work from March 2020 to June 2020, so that the Department and Newton Europe could jointly work on the Covid-19 mobilisation and response.
16. The **Diagnostic** comprised activity modelling, case reviews, frontline staff workshops, meeting with third party providers, financial analysis, and benchmarking against other local authorities, across services for both older adults and working age adults.
17. In recognition of the opportunity and scale of the change which this TOM programme presented, the County Council began the planning activity to ensure successful delivery would be achieved during the **Set-Up Phase** of work. Key activity involved:
- Running a competitive tender process to procure a strategic partner to work alongside the Department. Newton Europe was chosen and worked with the Department until the programme achieved the outcomes required in early 2020;
  - Developing and enacting a Communications Strategy across the Department's workforce, and supporting business functions, to build and maintain the momentum for change created during the Diagnostic;
  - Internally recruiting and backfilling a number of staff to act as "Design Leads" to work as part of the joint programme team with Newton Europe. These experienced staff have been at the forefront of working with practitioners to design the TOM, in a bottom-up approach. These staff were trained in Newton Europe's bespoke improvement methodology;
  - Beginning the process of creating key performance indicators (KPIs) and baseline performance across the service. This is not only critical to be able to measure the success of the programme, but is also part of building upon a foundation of a continuous improvement culture embedded in the use of data and evidence;

- Four “Business Improvement Managers” were recruited into the Council’s Transformation Unit and trained by Newton Europe. These individuals are part of the Implementation Team to not only support results delivery, but to gain experiential learning in Newton Europe’s approach. This will help maximise value delivered to the wider organisation after the programme closes.
18. The purpose of the **Design Phase** was to develop and test a new TOM in a safe environment, with real demand and extensive managerial and quality oversight. Practically this has meant working with a subset of eight of the circa 35 Countywide Teams.
19. Key activities which have taken place during the Design Phase included:
- a) A joint County Council/Newton Europe team was established, led by an Assistant Director as Programme Director:
    - “Design Leads” – Eight departmental Service Managers and one Head of Service seconded to the programme and backfilled. Their role involved providing Council departmental knowledge and practice expertise at the core of creating the new TOM;
    - “Design teams” – Eight teams working with the Design Leads and Newton Europe to design and test the new working practices;
    - Newton Europe team of 13 consultants working hand in hand with Council counterparts to bring Newton Europe’s analytical approach, rigour and change management expertise.
  - b) Skills identification and training for the programme team. This is part of a long-term plan to deliver the programme successfully and leave a legacy of skills transfer to enable continuous improvement.
  - c) A Communications and Engagement Plan was delivered which included activities such as:
    - Stakeholder mapping and bespoke communication activity;
    - Monthly newsletters;
    - “Start-up” workshops;
    - A suggestion scheme;
    - Countywide staff engagement events;
    - Council, partner and provider briefings;
    - Feedback surveys with Design teams on the new TOM;
    - Brochure for staff and stakeholders has been produced to outline the TOM programme, journey and achievements (a summary version is attached at Appendix B).
  - d) A governance structure was established to provide appropriate oversight, assurance and support to enable programme delivery on a daily, weekly and monthly basis.
  - e) Further work on baselining and KPI development.

- f) Design workshops have taken place which, supported by service observation, case reviews and extensive data analysis have enabled a number of potential “solutions to try” to be developed.
- g) Testing, iterating and gathering evidence of these “solutions to try” in eight locality offices with actual demand. After extensive improvement and testing these solutions have formed the basis of the new TOM.
- h) Based on evidence gathered from a range of sources, at the end of the Design phase, the “new TOM” was clearly documented and a comprehensive plan to implement it across the remainder of the Council was developed. This was put into place as Business as Usual during the “Implementation Phase”.
- i) The **Implementation Phase** of the work took place from August 2019 through to August 2020, including a three-month pause when the joint programme team worked on supporting the Department’s response to the Covid-19 pandemic.
- j) The following activity took place to support the Implementation and Sustainability phases:
- i. A three-part Leadership development programme for service managers including several topics such as: use of data and dashboards to undertake evidence based decision making; understanding and applying the evidence from the TOM Design phase; running weekly case progression meetings to support their team; articulating the need for change;
  - ii. Development of a Business Intelligence dashboard owned and developed by the County Council giving a comprehensive oversight of service performance in line with the programme targets;
  - iii. A support structure to work in detail on the ground alongside team managers and their teams to land the TOM changes which included dedicated resource from:
    - Newton Europe;
    - Business Improvement Managers;
    - Lead Practitioners;
    - Heads of Service and Assistant Directors.
- k) Involvement of colleagues in wider business support functions such as finance, commissioning, business intelligence, business support and others to ensure the enablers are in place for this change;
- l) Running the extensive change management and communications element of the programme.
- m) Creating an accessible “TOM Checklist” bespoke to each type of team which summarises the operational changes required to maintain the TOM way of working.

- n) Creating an ongoing continuous improvement role, an ex-Design lead, embedded within the Department to drive continued improvement of TOM working practices.

### **Benefits Achieved**

20. The TOM programme has included opportunities for improved staff and customer experience by improved ways of working that improve the timescales for response and give greater clarity on process and outcomes that are achieved through focussed intervention episodes. A summary of the non-financial benefits can be found at Appendix C, which includes:
21. Results achieved include:
- a) Between a 25% and 33% improvement in case progression in the locality and review teams supporting a reduction in waiting times for assessment . This has been achieved by a combination of better working alongside business support staff; creating a framework to support the targeted progression of cases to agreed goals; greater consistency and clarity of case notes; and a performance management dashboard and meeting structure.
  - b) Alongside this the Customer Service Centre (CSC) has been able to achieve a 19% increase in the number of contacts it can appropriately resolve without needing to pass these on to locality teams. This was achieved whilst reducing CSC contact time from eight to four days, and increasing the proportion of calls answered from 73% to 84%.
  - c) A 17% reduction in long term residential placements being made within the Older Adults (OA) service – including from an acute hospital and a community pathway. These packages have instead been replaced by an appropriate package of care at home, enhancing the service users' independence and saving money.
  - d) An additional 800 service users per year able to access the improved, internal, Home Care and Reablement Team (HART) service. This improves people's independence and reduces spend on ongoing commissioned packages. This has been achieved by:
    - increasing the internal capacity of the inhouse HART reablement service at no extra cost;
    - using this capacity to absorb demand previously outsourced to the mainstream home care provider;
    - redesigning the HART offer to further improve the effectiveness with which it helps service users gain independence.
  - e) 45 service users, with a learning disability or mental health need, have moved from residential care to supported living which is more appropriate to their improved independence and cost effective;
  - f) A 48% and a 65% increase in the number of Mental Health and Learning Disability clients having the ideal package of care to promote their long-term

independence. This includes the newly designed “recovery plan” process for Mental Health and enablement for Learning Disabilities;

- g) In line with embedding a culture of improved use of evidence and data 76% more staff and managers now use tableau, and performance dashboards are used 89% more than pre-programme. Dashboards were introduced to enable managers to access live data to enable them to manage capacity and demand, identify service trends and react in a timely way to resolve any emerging issues and escalate risks to service delivery or costs.
- h) Staff Satisfaction - Focussed assessment and support planning with regular case progression supervision resulted in reduced caseloads and progression of cases. Reduced wait times for allocation and more frequent reviews undertaken to ensure that support needs were updated where appropriate.

## **Conclusions**

- 22. The TOM programme has delivered the anticipated financial benefits forecast at the outset of the programme and has created an exciting foundation for future improvement in the Council as a whole.
- 23. The TOM programme has been successfully implemented across the Department and approved as delivering the anticipated financial benefits by formally measuring the results achieved prior to the Covid-19 pandemic. These financial benefits fall between the “Target” and “Stretch” ranges proposed during the original Diagnostic.
- 24. During the initial stages of the pandemic, the rate of delivering the benefits realised by the TOM significantly slowed due the change in service level demand. However, these results are now recovering in line with the benefits originally identified. The new working practices implemented as a result of the TOM have played a key part in the Department’s overall response to the pandemic and will continue to be key in terms of recovery.
- 25. Two internal audits have been undertaken of the programme and the outcomes combined reported a finding of “substantial assurance” in respect of programme delivery.
- 26. The approach adopted was not about reducing or withdrawing services, but about placing the best and most independent outcome for the service user at the heart of any changes to enable joint improvement of outcomes, staff working practices and financial performance.
- 27. The report to the Adults and Communities Overview and Scrutiny Committee on 10 June 2019 gave an overview of the long-term benefits as identified during the Diagnostic and these are also outlined in Appendix D to this report.
- 28. As part of the completion of the TOM, a series of “Measurement Periods” were undertaken; periods of time when the actual results being achieved by the new working practices were quantified. Periods of time unaffected by the pandemic were chosen and these results are shown in Appendix D.

29. Within the table, the “Description” column articulates the benefit to service users and staff, which are then translated to a financial benefit. Note that whilst the majority of the benefits are cashable, those identified as “Quality” are benefits being re-invested to improve the service quality.

30. The total opportunities can be summarised as:

	<i>Estimated Annualised financial opportunity (lower bound)</i>	<i>Estimated Annualised financial opportunity (upper bound)</i>	<i>Measurement Period Annualised benefit (pre-COVID actual)</i>
Estimated cashable/demand offset savings (Older Adults [OA] 1, OA2, Working Age Adults 1, WAA2, WAA3 above)	£7,8M	£10,4M	£8,9M
Less savings already identified within MTFS 2019	£1,3M	£1,3M	£1,3M
<i>Estimated total annual cashable savings</i>	<i>£6,5M</i>	<i>£9,2M</i>	<i>£7,6M</i>
Plus estimated total annual quality improvements (OA3, WAA4 above)	£2,7M	£3,4M	£2,9M
Overall additional total annual savings and efficiency and quality improvements	<u>£9,2M</u>	<u>£12,6M</u>	<u>£10,5M</u>

### **Equality and Human Rights Implications**

31. There are no equality or human rights implications arising from the recommendations in this report. Equality and Human Rights Impact Assessments were undertaken for all workstreams before the implementation stage.

### **Partnership Working and Associated Issues**

32. The Department is ensuring that its partners are informed and included through working groups and partnership boards as appropriate.

### **Risk Assessment**

33. Risk assessment logs are included in the oversight and governance of the programme.

### **Background Papers**

- Minutes of the Cabinet meeting on 23 November 2018 – Adult Social Care Target Operating Model  
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5185&Ver=4>
- Leicestershire County Council’s Strategic Plan 2018-22 – <https://bit.ly/2MjREDU>
- Leicestershire County Council Vision and Strategy for Adult Social Care 2016-20 - <https://bit.ly/2paQ5OZ>

- Report to the Cabinet: 18 September 2020: Adults and Communities Department Strategy 2020-24 – Delivering Wellbeing and Opportunity in Leicestershire - <http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5997&Ver=4>
- Medium Term Financial Strategy 2019/20-2022/23 <https://bit.ly/3o9cx4x>
- Adult Social Care Target Operating Model – Reports to Adults and Communities Overview and Scrutiny Committee: 10 June and 11 November 2019 – <https://bit.ly/2MpuzhW>  
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=1040&MId=5690&Ver=4>

## **Appendices**

Appendix A – Overall Programme

Appendix B - TOM brochure (summary version)

Appendix C – Summary of Non-Financial Benefits

Appendix D - Overview of the long-term benefits as identified during the Diagnostic