

Report of the Interim Strategic Director of Adult & Community Services to the meeting of Corporate Overview and Scrutiny to be held on 7 September 2016.

L

Subject:

Interim report on current budget pressure and steps being made to address these pressures.

Summary statement:

The Corporate Overview and Scrutiny Committee received the First Quarter Financial Position Statement for 2016-17 on the 20 July 2016. The report forecast an over spend of £3.5 million in respect of Adult Social Care. The Committee resolved to receive a report from the Interim Strategic Director of Adults explaining the reasons for the budget pressures in the current year and the steps being made to address them.

Bernard Lanigan
Interim Strategic Director

Portfolio: Cllr Val Slater

Report Contact: Bernard Lanigan,
Interim Strategic Director, Adult and
Community Services
Phone: (01274) 432900
E-mail: Bernard.lanigan@bradford.gov.uk

Overview & Scrutiny Area:
Corporate



1. SUMMARY

The Corporate Overview and Scrutiny Committee received the First Quarter Financial Position Statement for 2016-17 on the 20 July 2016. The report forecasts an overspend of £3.5 million for Adult Social Care.

The committee requested for an interim report from the Adult Services Strategic Director explaining the reasons for the budget pressures in the current year and steps being made to address them.

2. BACKGROUND

The first quarter financial position statement for 2016-17 highlighted that Council was forecasting to spend £6.6m above an approved budget of £378.0m. Adult Social Care represents one of the main areas of variance with a forecast overspend of £3.5m.

3. OTHER CONSIDERATIONS

The first quarter financial report to the Committee declared a forecast overspend to the value of £3.5m against a gross budget of £156.4m (2.24%).

The forecast overspend is made up of £2.6m of unachieved planned cuts of £12.5m for 2016/17, £0.3m unachieved cuts from 2015/16 and £0.6m recurrent cost pressures.

The unachieved planned cuts of £3.5m are comprised of £3.2m of expenditure and £0.3m income. The expenditure reductions are associated with a combination of unachieved cuts in 2015/16 in relation to reductions in the numbers of older people placed into institutional care, reductions in the high cost of care for people with complex support needs including challenging behaviours and the failure to secure increased income from statutory partners towards the costs of delivering Adult Safeguarding.

Expenditure

The risk to delivering the 2016/17 budgets cuts is forecast to be £2.6m and is linked primarily to the following areas;

- Reductions in the numbers of older people placed into institutional settings
- Reductions in the cost of care for people with complex support need



Numbers of Older People in Nursing and residential Care

The reduction in the numbers of older people into institutional care settings has made some progress over the period of 2015 to date but not in line with the agreed budget cuts. Success measures have to date been expressed in terms of the numbers of people being admitted rather than a combination of the numbers of people and the number of weeks they remain in receipt of this type of funded care. In 2015/16 the target number of people reductions was not achieved there was however a decrease in the overall number of weeks paid for, from the previous year but not in line with the budget reduction.

So far in 2016, 298 older people have been presented for consideration of admission to institutional care of whom, 236 have in fact moved into this care setting. In 2015 over the same period, 311 people were presented with 257 people being admitted to residential or nursing care. At this point in the year the trajectory of activity is indicating a net reduction in the numbers of placements. The service operates a robust approval process to ensure only people for whom a community placement is no longer appropriate are placed into institutional care settings. The service is conducting an audit of those placements to date to review the pathways into this type of support.

In 2015, it was agreed the Executive to delay consultation on the closure of 'Home B' due to a disruption in the supply of residential and nursing care placements across Bradford. The reduction in the availability of placements was in the main due to a new more stringent inspection regime of standards of care by the industry regulator The Care Quality Commission (CQC).

The Council, Clinical Commissioning Groups, Airedale Hospital Telehealth Vanguard, Bradford District Care NHS Foundation Trust, CQC and individual providers have all collaborated to respond to failings in care settings. The model of working has been commented upon as exemplary and is being deployed elsewhere across the region. The result of this high level of collaboration has seen a steady increase in the lifting of embargos on new placements and a subsequent increase in the numbers of placements available to choose from. The circumstances for delaying the consultation on the closure of Home B are almost resolved and officers will seek approval from the Executive to proceed with the consultation.

The procurement of the new domiciliary care framework contracts is nearing completion and will support the Council in developing new ways to support people to remain in their own homes for longer and further contribute to the delay of and reduction in the numbers of people moving into institutional care settings.

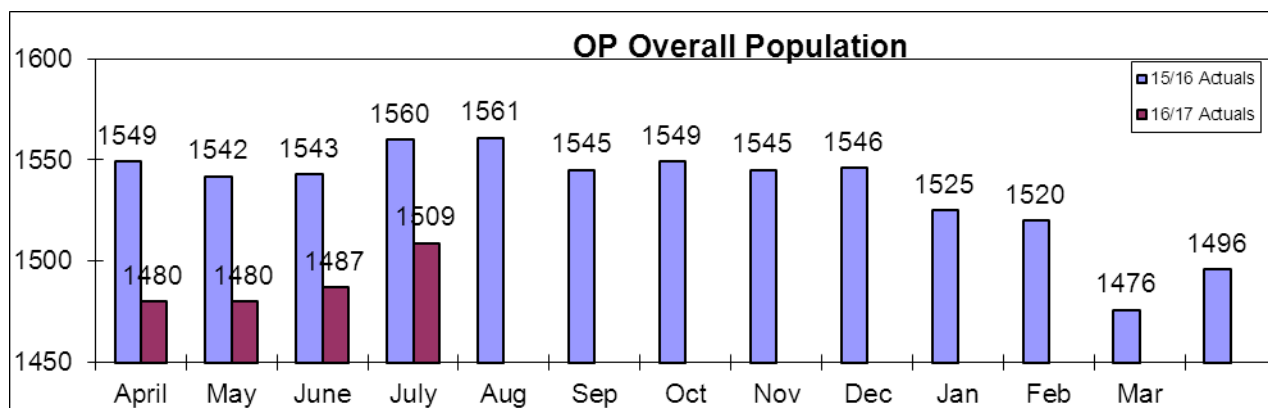
In July 2016, approval was given to proceed to develop a new extra care facility at the old Bronte School Site which will provide for a minimum of 69 flats to be used as a direct alternative to residential or nursing care. While this project is unlikely to



come on stream until late 2017/18 it is making a clear statement to residents, staff and providers of the Council's commitment to improve the range of housing options available for people with care and support needs.

Table 1 below shows the total numbers of older people in Nursing and Residential Placements as at the end of July 2016 compared with 2015.

Table 1 Numbers of older people in nursing and residential care.



High Cost Placements

Reductions in the high cost of people with complex support needs and challenging behaviours has achieved some success in 2015/16. There continues to be some considerable progress in this area particularly in the area of mental health where there has been a reduction on the reliance of residential care settings in favour of community based supported housing, the development of 24/7 crisis services to prevent people being admitted to hospital. Bradford's Mental Health Services are acknowledged nationally for its successes in supporting people with mental ill health. The Bradford Health and Social Care System has not made out of area placements for over twelve months now delivering significant savings to the whole system. The Council, with the NHS, have included mental health services as part of the Better Care Fund in 2016/17, initially aligning our respective spend, the intention is to achieve a pooling of these monies in order that there might be a better risk/gain share of how support to people with mental health needs. The activity in this area has reduced the demand for high cost residential care placements in favour of less expensive community based solutions thereby deferring costs into the future.

As with older people's services above there are robust systems in place to ensure the correct levels of support are made available to people with assessed needs and that these are monitored to ensure that they can be adjusted up or down depending on people's changing needs.



In the case of people with Learning Disabilities here again there has been some success in reducing the amount paid to providers for individuals with severe and complex support needs. The focus for reductions in expenditure are being addressed through new contract pricing arrangements and individual reviews of people in the community receiving combinations of residential and non- residential respite care, day care, domiciliary care, direct payments and transport. Additional staffing resources have been put in place with more currently being recruited to, who will undertake this work. It has got off to a slow start but with the additional staffing resource it is expected to recover lost ground.

Income

The budget cuts associated with changing the Council's Contributions Policy for Community Based Services have slipped in the main due to having to extend the consultation period on the proposed changes with the public. Here again it is planned to commit additional staffing resources to recover this lost ground.

- £0.6m recurrent pressures

The recurrent expenditure pressures come in the main from two sources: more people receiving funded care from the Council and the cost of that care.

One of the main areas where this can be seen is in relation to the provision of 'community equipment' (profiling beds, hoists, bariatric equipment and specialist one off equipment for people with complex needs). This service is a jointly commissioned service through a pooled budget between the Council and the local Clinical Commissioning Groups. This area has consistently over performed/overspent as a result of providing more equipment to more people. The service has seen an increase in the needs for specialist equipment particularly for children and adults with complex physical care needs. The service is delivered by the Council with the budget being managed and monitored by a multi-agency/multi professional board reporting to the Bradford Health and Care Commissioners (BHCC). The managing board are currently undertaking a deep dive into the service expenditure patterns with a view to reducing spend in line with the available cash limit. The managing board are reporting monthly to BHCC on progress. The management board are due to conclude their analysis of the service and report findings and recommendations to BHCC in November 2016.

The recurrent pressures are reflected across the full range of services delivered/funded by Adult Social Care.

All of the above actions are having an impact on expenditure and it is will be evidenced in the half year reporting of the Council's Financial Position in October 2016.



4. FINANCIAL & RESOURCE APPRAISAL

The report discusses the financial position

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

There are no significant legal issues arising from this report All Council budgets are subject to a corporate budget management monitoring framework which reports monthly. Quarterly the financial position of the Council is reported to the Executive.

The reporting arrangements allow for a high degree of transparency in respect of how the Council is discharging its duties both fiduciary and service delivery.

6. LEGAL APPRAISAL

To Follow

7. OTHER IMPLICATIONS

7.1.1 EQUALITY & DIVERSITY

Equality Impact Assessments have been prepared in relation to the Council's budget setting process. All changes to Council Policy or major service offer to the public would necessitate additional and new equality impact assessments.

7.2 SUSTAINABILITY IMPLICATIONS

None.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

None.

7.4 COMMUNITY SAFETY IMPLICATIONS

The budget cuts approved by Council referred to in this report, do require a shift in how services are provided namely from being risk adverse to positive risk taking. Services need to support people to fully participate in their communities. In turn the Council will continue to work with those communities to be more supportive to vulnerable adults to ensure they are safeguarded from abuse.



7.5 HUMAN RIGHTS ACT

None at this stage.

7.6 TRADE UNION

None

7.7 WARD IMPLICATIONS

Affects all wards.

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS (for reports to Area Committees only)

Affects all areas.

8. NOT FOR PUBLICATION DOCUMENTS

None

9. OPTIONS

None

10. RECOMMENDATIONS

The Corporate Overview and Scrutiny Committee to note the report.

11. APPENDICES

None.

12. BACKGROUND DOCUMENTS

None.

