

Scrutiny Management Board

Meeting to be held on Tuesday, 16 April 2024

Electoral Division affected:
(All Divisions);

Corporate Priorities:
Delivering better services;

Budgeted Savings Tracker

(Appendix 'A' refers)

Contact for further information:

Gary Halsall, Tel: (01772) 536989, Senior Democratic Services Officer,
gary.halsall@lancashire.gov.uk, Neil Kissock, (01772) 534286, Director of Finance,
neil.kissock@lancashire.gov.uk,

Brief Summary

A revised report on the tracking and delivery of savings agreed by Full Council in the current and previous financial years is provided.

Recommendation

The Scrutiny Management Board is asked to:

- (i) Consider and comment on the savings tracker and progress with delivery as set out at Appendix 'A'.
- (ii) Determine whether further or in-depth scrutiny should happen in relation to any of those savings specifically identified and set out in the body of this report.

Detail

At its meeting on 16 January 2024, the Scrutiny Management Board received an update on the delivery of savings agreed by Full Council and how the plans were proceeding with implementing those savings where the Board felt there were challenges in realising delivery. During consideration of the report, it was noted that an assessment was due to be undertaken on the budgeted savings through the Finance Monitoring Boards. Following receipt of this advice, the Board agreed that a revised report be presented to the next scheduled meeting of the Scrutiny Management Board on 16 April 2024.



Following the meeting of Scrutiny Management Board held on 16 January 2024 the chair requested further detail in respect of the following savings:

- SC508/ASC025 – Different models of Supported Accommodation
- ASC026/SC511 – LD Enablement
- SC504 – Continuing to build on the Passport to Independence – Reablement
- A009 – Living Better Lives in Lancashire (LBIL)
- SC034 – On Street Pay and Display
- SC013 – Bus Shelter Advertising

A brief explanation of the planned changes (including the original savings proposal) is provided and in addition details relating to any barriers that there may be to achieving the desired outcome, whether there are any emerging or recent issues affecting delivery, and the progress that has been made since January 2024.



1. SC508/ASC025 – Different models of Supported Accommodation

1.1 Agreed Savings Templates

The original templates that were agreed by Cabinet in relation to this saving are shown below. The saving combines the templates with references SC508 and ASC025.

Reference - SC508

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|---|----------------|------------------------------------|----------------|---------------|
| Service Name: Adult Services (Mental Health and LD&A Joint Budget Options) | | Modernisation of Supported Housing | | |
| Which 'start year' does this option relate to 2019/20, 2020/21, 2021/22 or 2022/23 | | 2019/20 | | |
| Gross budget 2018/19 | | £152.043m | | |
| Income 2018/19 | | £12.668m | | |
| Net budget 2018/19 | | £139.375m | | |
| Budget Change and Profiling (discrete year): | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| £m | £m | £m | £m | £m |
| -0.158 | -1.131 | -1.303 | -1.303 | -3.895 |
| <i>Savings span a 5 year period over this current timeframe with a total potential saving of target £6.6m stretch £9.9m</i> | | | | |
| FTE implications: | | | | |
| Temporary: | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| 13.00 | 0.00 | -13.00 | 0.00 | 0.00 |
| Investment Required (Invest to Save): | | | | |
| Establish a separate team of Social Workers dedicated to the management of the transfer of adults with learning disabilities, autism or mental health needs into flat schemes from other service settings e.g. from residential care or shared housing settings.. | | | | |
| 1 Team Manager (Grade 10) | | | | |
| 1 Senior Social Worker (Grade 9) | | | | |
| 6 Social Workers (Grade 8) | | | | |
| 3 Social Care Support Officers (Grade 6) | | | | |
| In addition, 2 Grade 12 posts (or Consultancy Equivalent) for 2 years to lead on the strategic development of the new Models of Support through development with Housing Associations & Developers and Strategic Housing Leads. | | | | |
| Temporary: | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| £m | £m | £m | £m | £m |
| 0.529 | 0.529 | 0.000 | 0.000 | 1.058 |



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| <p>Decisions needed to deliver the budgeted savings</p> | <p>In line with Lancashire's Care and Support Strategy 2018 – 2025, and the Council's recently approved Vision document, entitled "Care, Support and Wellbeing of Adults in Lancashire"</p> <ol style="list-style-type: none"> 1. Approve the 'Vision' to modernise the provision of supported housing and offer more flat schemes with a recognition that many people's expectations are to live in their own self-contained accommodation with their own front door with good access to community facilities. 2. Approve the approach to decommission some 1,2 and 3 person tenancies for those people to move to flat schemes 3. Approve the establishment of a social work team, specific to this modernisation work 4. Approve the establishment of 2 Grade 12 posts/Consultancy Equivalent for 2 years as Strategic Leads for this work. 5. Approve an under occupancy policy to manage the significant voids in supported housing |
| <p>Impact upon service, other LCC services, service users and external partners</p> | <ul style="list-style-type: none"> • Service – the vast majority of supported housing is currently represented by shared households. This proposal will change the balance of provision by providing more flat scheme accommodation. The number of shared houses will reduce, particularly those for less than 4 people and single tenancies. <p>Alongside this, the proposal will look at how night support is delivered across all supported housing types, with a view to reducing or removing staff support in some settings and replacing with more flexible and innovative methods, e.g. telecare assistive technology, roving night support.</p> <ul style="list-style-type: none"> • Citizens with disabilities or mental health needs – The development of new flat scheme accommodation will present opportunities for people to move out of their current setting to new purpose built flat schemes which would offer cost savings to the Council. This could be from residential care or from shared housing. Service users will have more choice about where they live. The following priority groups have been identified : <ol style="list-style-type: none"> a) Individuals currently supported in unsuitable or high cost single tenancies b) Individuals currently supported in 1/2/3 person tenancies where there are higher support costs (compared to flat schemes) and/or compatibility |



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| | <p>issues between service users.</p> <ul style="list-style-type: none"> c) Individuals in under occupied properties to reduce the replacement of housing benefit revenues due to vacancies and support void costs. Implementing the use of the under occupancy policy where appropriate. d) Individuals currently supported in residential care who may want to return to Lancashire if placed out of County or may be unaware of alternative models of support available e) Individuals with urgent risks & safeguarding issues f) New demand e.g. young people transitioning from children's services <p>In some settings (typically shared housing), overnight staff presence will reduce or be removed altogether if there is no identified need or where the needs can be met by other means, e.g. telecare, roving night support.</p> <ul style="list-style-type: none"> • External Partners - to work with care and support providers and housing providers/developers to build a range of high quality Housing with Care and Support schemes across Lancashire and to work with current providers to identify more efficient and effective ways of delivering support. |
| <p>Actions needed to deliver the service change</p> | <ul style="list-style-type: none"> • A strategic review of current flat schemes to identify gaps in provision across the county. • Identify service users in residential care and shared housing (in particular, 1, 2 and 3 person tenancies) to move to flat scheme accommodation • Produce a specification, listing key requirements for new flat schemes with regard to factors such as size and location. • Develop a Supported Housing approved list of care and support providers meeting a quality threshold. • Remodelling of some existing flat schemes and enabling them to realise their full potential, including changing how placements are commissioned with a much more transparent and equitable model. • Change the way supported housing is commissioned, moving to a model whereby all service users contribute equally towards background support. Apply this model to all new and existing schemes • Having an open dialogue with district councils and housing developers to identify suitable sites for new build schemes • Establish a separate and distinct social work team to manage and facilitate service users moving to new |



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| | <p>flat schemes. This will involve service users moving from residential care and shared housing.</p> <ul style="list-style-type: none"> • Develop a decommissioning plan for housing which is of poor quality or unsuitable to meet people's needs and where there are long standing vacancies, in line with the Under occupancy Policy • Only commission residential care as a last resort • Map current night support look for patterns and close proximity. Night time support is provided on an individual house basis but there is an opportunity to look more strategically at sharing night time support between a number of houses in close proximity – either with the same provider or with different providers. • Improve access to technology e.g. telecare, big button press system to alert workers and or other monitoring/reporting systems for night time support • Look to provider innovation around proposals for night time support. Providers have volunteered proposals on an ad hoc basis around reductions in support. This needs to be formally communicated to the provider market and introduce incentives for providers to come forward with proposals. |
| Is external consultation required | No |

| What are the risks associated with this change and how will they be mitigated | Risk | Mitigation |
|--|---|--|
| | 1. It is intended that housing providers/social landlords will invest and build the flat schemes with no financial contribution from the Council, either for build costs or for payment of rent for vacancies. The risk therefore is that this is unacceptable for developers to proceed. | Research with other Councils and preliminary discussions with local housing providers has shown housing providers are fully prepared to accept the financial risks when working in partnership with the Council. |
| | 2. People do not move from their current setting into new flat schemes including resistance to change from service users, families, etc | In order to maximise the accommodation options for people, this will require a partnership approach from service users, carers, service providers and statutory agencies and so will require a communication strategy that ensures the correct |



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| | | <p>people are fully informed and enabled to have a voice during this period of change. Also, the impact to people who could potentially be identified as suitable for moving into flat schemes would need to be addressed. Advocacy services will be required for some service users and best interest decisions may need to be taken which would have implications for the length of time this would take.</p> <p>A tenant will not give notice on a tenancy until a suitable alternative has been identified and a timescale for moving agreed with all parties.</p> |
| | <p>3.National guidance, e.g. 'Building the Right Home' guidance in 2016 states that</p> <p><i>"Housing with 6 or more people can quickly become institutionalised and Commissioners should carefully consider the service design when creating schemes of multiple units within close proximity to ensure the service enables the tenants to have control over where they live and who provides their support"</i></p> <p>Size of schemes is also reflected in the national guidance 'Building the Right Support' issued in 2015 and endorsed by the Care Quality Commission who work to these guidelines when dealing with registration requirements of supported</p> | <p>Having ongoing discussions with CQC. Also, research with other Councils has shown that if the scheme is built with the correct ethos in line with national guidance then larger schemes are acceptable.</p> |



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| | housing schemes. | |
| | 4. The anticipated savings are not realised due to unexpected costs | Being clear at the outset around the model of support for background and individual support and having signed agreements with providers around issues such as no financial responsibility for vacancies. |
| | 5. If there are any mental capacity issues around a proposed move to a flat scheme, this could involve the Court of Protection and lengthen timescales which may then impact on keeping the vacancy open until the issues are resolved | Involving mediation/advocacy at an early stage may prevent the need for more formal proceedings |
| | 6. Lack of staff resources to carry out assessments and facilitate moves to flat scheme accommodation | Recruitment of a specific social work team with a defined remit for this project |
| | 7. Legal implications in relation to Housing Management Agreements (HMA) or Support Contracts - In some circumstances there may be legally binding obligations within an HMA or a Support Contract which prevent the Local Authority or Support Provider from ending the HMA early. | This should not prevent consideration being given to the suitability of an individual to remain in a tenancy if it does not meet their needs. The Terms of each HMA will be subject to review and where possible an HMA will be renegotiated with the Housing Provider to ensure that it is fit for purpose. |
| Is an Equality Analysis required and, if so, has one been undertaken? | | Yes |



ASC025 – LEARNING DISABILITY SUPPORTED LIVING PLACEMENT VOIDS

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|--|---|----------------|----------------|--------------|
| Service Name: | Learning Disability & Autism – Supported Living Placement Voids | | | |
| Which 'start year' does this option relate to 2018/19, 2019/20 or 2020/21 | 2018/19 | | | |
| Gross budget 2017/18 | £105.970m | | | |
| Income 2017/18 | £7.421m | | | |
| Net budget 2017/18 | £98.549m | | | |
| Savings Target and Profiling (discrete year): | | | | |
| | 2018/19 | 2019/20 | 2020/21 | Total |
| | £m | £m | £m | £m |
| | -0.250 | -0.250 | 0.000 | -0.500 |
| FTE implications: | | | | |
| | 2018/19 | 2019/20 | 2020/21 | Total |
| | <i>0.00</i> | <i>0.00</i> | <i>0.00</i> | <i>0.00</i> |
| Decisions needed to deliver the budgeted savings | <p>Across Lancashire, there are about 2,000 people with learning disabilities and/or autism living in supported living. Over time and for many reasons a significant number of vacancies arise and build up in these tenancies, in excess of 150 and rising each year. These vacancies mean many of the supported accommodation arrangements do not represent best value for the local authority as we pay some existing support costs and also in some cases housing benefit rent voids or for the tenants with increased bills etc.</p> <p>Agree to apply the existing under-occupancy policy to all schemes with voids and review schemes which are no longer fit for purpose and unlikely to be filled to reduce the overall capacity by around 50 vacancies. This will significantly reduce LCC exposure to rent & support void liability.</p> <p>Agree to reduce the provision of traditional supported accommodation to the required level, but will still leave the Authority with sufficient supported living options to meet current and future demand.</p> <p>Agreement to direct Learning Disability & Autism Remodelling & Review Team staffing resource to this</p> | | | |



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| | <p>project (September 2017) Agreement of policy principles (October 2017)</p> <p>Agreement to put a Supported Housing Framework in place (2018)</p> <p>Agreement to enhance the use (and revisit the policy to charge for) assistive technology (March 2018)</p> |
| Impact upon service | <p>This proposal (to apply the under-occupancy policy) is already underway. It should be noted that due to existing Housing Management Agreements that are on place it may take longer to cease some arrangements, but work is being undertaken with Housing Providers to try to reach a mutual agreement to cease any punitive arrangements.</p> |
| Actions needed to deliver the target savings | <ul style="list-style-type: none"> • Update the "cost/benefit" analysis of termination/continuation of HMA's • Accommodation Strategy amended to reflect future plans • Review of all service users in under-occupied schemes • Review of all current schemes to determine those not fit for purpose • Negotiation with Housing Providers to terminate existing agreements • Demographic analysis to determine future requirements • Stakeholder consultation |

What does this service deliver?

Many adults with learning disabilities live in supported accommodation. These are ordinary houses where usually 3 or 4 people live together with a 24 hour staff team employed to support them. Most of these services are run by independent agencies, either voluntary organisations or private sector organisations but there are also significant supported accommodation services run by the County Council itself and by NHS.

Across Lancashire, there are about 2,000 people with learning disabilities and/or autism living in supported living. Over time and for many reasons a significant number of vacancies, in excess of 150 and rising each year, have built up. These vacancies mean many of the supported accommodation arrangements do not represent best value for the local authority. The running cost of bills for the remaining tenants is also more expensive.



1.2 Progress Update

In 2022/23, the agreed savings associated with SC508 & ASC025 – the total savings target over a period of 8 years is £8.3m across Learning Disability and Autism Service, with £3.7m delivered by the end of the 2022/23 financial year.

The main focus of the original savings were to:

1. Decommission underoccupied settings 2,3,4 bedroomed traditional shared houses.
 - To date 198 units of underoccupied accommodation have been decommissioned to date. Moving individuals into more appropriate and cost-effective accommodation that promotes independence.
2. Develop apartment and bungalow settings with their 'own front door' which were are more cost effective to LCC and promote independence and choice.
 - To date we have developed 156 new homes across Lancashire (apartments and bungalows with shared support)
 - New settings provide VFM and demonstrable savings -
 - **Ave cost per person per week - £1,204**
 - **Weekly cost - £2,285,192**
 - **Average cost per person in apartment setting £972 per week**
 - **Average cost per person in traditional settings £1,250 per week**
3. There are 152 new homes in the pipeline for the next 36 months.
4. Void costs are now transparent – allowing them to be managed more proactively, to decommission, re-let or consolidate where appropriate.

Vacancies have been reduced and a new 'Pathway to Accommodation' and a new web based Supported Housing Platform developed to allow staff to view existing vacancies through a 'Right Move' style system developed by LCC IT Team which will enable more efficient allocation of vacancies and improved reporting and performance management of supported housing.

The forecast cost of voids for 2023/24 is £4.836m.

Whilst void costs appear to have increased, they are now transparent and not hidden amongst other tenants' packages of care. Previous work has demonstrated the overall budget has not increased by the same amount over the same period.

Void costs are not a cashable saving, savings are achieved when a property is decommissioned not through filling a vacancy.

£799k of this forecast is attributed to rent voids with the remaining amount a support void.



5. Housing LIN completed a new 'needs' assessment in 2023 which demonstrated needs for working aged adults with Learning Disability, Autism, Mental Health or Physical Disabilities

- 550 units of accommodation with support for people with learning disabilities and autistic people, eligible for support from LCC by 2033/34
- 250 units of accommodation with support for working age adults with serious mental health needs by 2033/34
- 190 units of accommodation with support for adults with physical disabilities/long term conditions by 2033/34

Challenges

- a. Ageing Population – 62% of occupants in shared properties with vacancies are aged over 60 years, the majority of new referrals are under 30 years of age and compatibility is proving an issue.
- b. Shared housing stock is no longer fit for purpose – due to the ageing population, age related health and mobility issues and safe fire evacuation is proving problematic, with some shared houses no longer meeting requirements.
The vast majority of shared houses were purchased for groups of people leaving large hospitals / institutions around 25 years ago, are no longer meeting individual or aspiring needs of younger people and their families.
- c. Building and fire regulations have changed significantly over recent years with far greater oversight of supported housing for vulnerable adults with greater staffing requirements for shared housing required.
- d. LCC signed a large number of Housing Management Agreements with registered housing providers (often between 15-20 years) on leasehold properties which continue to accrue void rental costs which LCC have to pay until the property is vacated. 192 units of accommodation / properties have been decommissioned resulting in savings on voids.
- e. Capital investment or land is required to undertake the development of housing with care and support at scale.



2. ASC026/SC511 – LD Enablement

2.1 Agreed Savings Templates

The original templates that were agreed by Cabinet in relation to this saving are shown below. The saving combines the templates with references ASC026 and SC511.

ASC026 – LEARNING DISABILITY ENABLEMENT

| | | | |
|---|---|----------------|----------------|
| Service Name: | Learning Disability & Autism - Enablement | | |
| Which 'start year' does this option relate to 2018/19, 2019/20 or 2020/21 | 2018/19 | | |
| Gross budget 2017/18 | £105.970m | | |
| Income 2017/18 | £7.421m | | |
| Net budget 2017/18* *Total LDA commissioned care within pooled fund budget | £98.549m | | |
| Savings Target and Profiling (discrete year): | | | |
| | 2018/19 | 2019/20 | 2020/21 |
| | £m | £m | £m |
| | -0.161 | -0.929 | -0.283 |
| | Total | | |
| | £m | | |
| | -1.373 | | |
| FTE implications: | | | |
| | 2018/19 | 2019/20 | 2020/21 |
| | 18.00 | 0.00 | 0.00 |
| | Total | | |
| | 18.00 | | |
| Decisions needed to deliver the budgeted savings | <p>Agree to the creation of a new service to deliver outcome focussed, time limited enablement support to adults using existing social care services, with a particular focus on adults with learning disabilities to become more independent and less reliant on formal paid support.</p> <p>Agree to establishment of new team at a cost of c£0.591m to implement the invest to save proposal.</p> <p>This is an invest to save programme over a 2 year period.</p> | | |



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| Impact upon service | <p>This would be delivered to adults with learning disabilities living typically in supported living settings, but also to those living within families and in receipt of council services and also to those in transition to adult services.</p> <p>The function of the service is to deliver time limited enablement, which will improve the ability of the adult to live more independently and either avoid higher cost packages being arranged early on (as in transition group) or lead to a reduction in the level of packages of care for those in e.g. supported living.</p> |
| Actions needed to deliver the target savings | <ul style="list-style-type: none"> • Recruitment of a new team as detailed above. • Consultation with providers and other stakeholders regarding the service, the process and where this fits with the supported housing framework and remodelling activity. |

What does this service deliver?

The function of the Enablement service is to teach adults with learning disabilities new skills that will lead to improvements in their ability to live more independently and a decrease in the need for a service.

Adults with disabilities often need support with everyday living skills such as laundry, cooking, travelling safely and managing money. The function of the new service will be to assess an individual's potential to become more independent and to then be taught and learn new skills through a bespoke enablement plan designed by the team. The team will provide both direct support during the period of enablement and work closely with providers of services to support them to deliver the enablement plans.

The proposal for the new service has arisen from the design phase of the Adults Passport to Independence Programme. During the design period a small pilot was undertaken with individuals in different settings; family home, shared lives, supported living to test the potential and benefits for increased independence. The outcome determined that 89.5% adults with learning disabilities could be living more independent lives.

The enablement team will work closely with the learning disability and autism service remodelling and review team. The review team will refer individuals to the service who have the potential for increased independence will then undertake a review following the period of enablement to reflect any changes required to the overall package of care.



Reference – SC511

| | | | | |
|---|--|----------------|----------------|--------------|
| Service Name: Learning Disability & Autism - Enablement | | Enablement | | |
| Which 'start year' does this option relate to 2019/20, 2020/21, 2021/22 or 2022/23 | | 2019/20 | | |
| Gross budget 2018/19 | | £152.043m | | |
| Income 2018/19 | | £12.688m | | |
| Net budget 2018/19 (Net budget 2017/18*) | | £139.375m | | |
| *Total LDA commissioned care within pooled fund budget | | | | |
| Budget Change and Profiling (discrete year): | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| £m | £m | £m | £m | £m |
| 0.000 | -0.579 | -0.785 | -0.009 | -1.373 |
| FTE implications: | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |
| Investment Required (Invest to Save): | | | | |
| Recurrent: | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| £m | £m | £m | £m | £m |
| 0.000 | 0.000 | 0.540 | 0.000 | 0.540 |
| <i>*Please note that this is an extension to the funding of current staff – therefore no FTE is included.</i> | | | | |
| Decisions needed to deliver the budgeted savings | Funding for Enablement Service to continue to 2022/23. This service allows people to live more independently. | | | |
| Impact upon service, other LCC services, service users and external partners | <p>This service will increase independence and mean less reliance on formal paid care and thus savings from reduction in packages of care.</p> <p>It may reduce income for some providers of services to this group, but it will also free up some workforce capacity.</p> <p>It will increase esteem and well-being of those benefitting from the service, but in the short run it may cause some anxieties among carers and family</p> | | | |



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| Actions needed to deliver the service change | This is an extension of an existing fully staffed service to deliver further savings. Consultation and communication took place prior to the implementation of the service with providers as part of the learning disability passport to independence programme. |
| Is external consultation required | No |
| What are the risks associated with this change and how will they be mitigated | That the numbers and volumes of referrals are not sufficient or that the level of average package reduction is not as predicted. The mitigation is that demand projections for transition to adult services have been undertaken. That the current findings are that there opportunities to increase independence in adults and reduce packages of care by the enablement approach. |
| Is an Equality Analysis required and, if so, has one been undertaken? | No, one is not required, this is an extension of budget option ASC006 Cabinet approved in September 2017. |

2.2 Progress Update

The saving was originally agreed by Cabinet in September 2017 and extended in December 2018. The proposal was to increase independence for individuals and lead to less reliance on formal paid care and thus provide some financial savings from a reduction in the cost of packages of care. It also increases esteem and well-being of those benefitting from the services. The saving agreed an extension of an existing fully staffed service to deliver further savings. Consultation and communication took place prior to the implementation of the service with providers as part of the original learning disability passport to independence programme.

The saving proposal was agreed as part of the 2018/19 budget and is profiled for delivery to continue over 5 financial years, with the last year of savings forecast to be 2022/23. The total saving built into the budget as part of this proposal is £2.746m, with £1.553m delivered by the end of 2022/23. Savings have continued to be delivered in 2023/24 with a final position to be confirmed as part of the outturn report. The delays in delivery of the saving compared to the original profile were as a result of the pandemic.

The service continues to deliver financial savings and positive outcomes for individuals in terms of increased independence, but there is a likelihood of a small amount of delayed delivery in 2023/24 which the service is confident will be made up in 2024/25 and mitigations have been identified to offset the impact in 2023/24. The



outcomes from the service are subject to detailed monitoring and review through the Adult Social Care Finance Board. At this stage the service are confident that the savings will be delivered, however they are approximately 6 months behind the agreed profile due to recruitment and retention challenges. However, having undertaken positive recruitment activity recently, it is anticipated that the delivery of this saving will progress and reach the agreed levels.

As part of the recent peer review the feedback in relation to the enablement service was particularly positive with good outcomes for service users being achieved.

As part of the savings proposals included in the 2024/25 budget, a further saving has been included relating to enablement, which will result in a further saving of £1.662m by the end of 2025/26. This saving will be slightly delayed due to recruitment and retention challenges, however as noted above, following recent positive activity it is now anticipated that the saving delivery will progress with the agreed savings being delivered.



3. SC504 – Continuing to build on the Passport to Independence – Reablement

3.1 Agreed Savings Templates

The original template that was agreed by Cabinet in relation to this saving are shown below.

Reference - SC504

| | | | | |
|--|--|----------------|----------------|--------------|
| Service Name: | Adult Social Care, Social Care Service – Reablement | | | |
| Which 'start year' does this option relate to 2019/20, 2020/21, 2021/22 or 2022/23 | 2019/20 | | | |
| Gross budget 2018/19 | £247.804m | | | |
| Income 2018/19 | £85.717m | | | |
| Net budget 2018/19 | £162.087m | | | |
| <i>The budget includes all commissioned packages of care spend as successful reablement will reduce elements of spend under all commissioned care activity. LCC currently invest £6.8m in the reablement contract and LCC reablement OT staffing funded via BCF.</i> | | | | |
| Budget Change and Profiling (discrete year): | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| £m | £m | £m | £m | £m |
| -3.577 | -4.210 | -0.042 | 0.000 | -7.829 |
| FTE implications: | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| 8.00 | 0.00 | 0.00 | 0.00 | 8.00 |
| Investment Required (Invest to Save): | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| £m | £m | £m | £m | £m |
| 0.310 | 0.000 | 0.000 | 0.000 | 0.310 |
| Decisions needed to deliver the budgeted savings | <p>Endorse and approve funding on an invest to save basis for 5 additional permanent Grade 6 SCSO posts to facilitate and sustain an increase in volume of people moving through Reablement.</p> <p>Endorse the creation of 3 Grade 10 posts for Community Occupational Therapy, netted off the Reablement service challenge savings. The previous transformation of the management tier of Reablement absorbed all the Community OT management, leaving the service without this necessary tier. Creation of these posts will rectify</p> | | | |



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| | <p>this, and enable the effective delivery and function of the community OT service.</p> |
| <p>Impact upon service, other LCC services, service users and external partners</p> | <p>The focussed performance management of the Reablement teams and service through the application of Passport to Independence methodology will continue, to achieve the service challenge targets.</p> <p>It is expected that there will be positive key benefits as detailed below:</p> <p>Services: The continued expansion of Reablement will impact positively on other services across Adult Social Care by enabling greater numbers of existing and potential service users to become as independent as possible and reduce reliance on formal support, releasing domiciliary care capacity back into the market.</p> <p>Service Users: The expectation is that more people will have access to Reablement to achieve their optimum level of independence, resulting in a reduced or no need for formal support and an improved quality of life.</p> <p>Partnership Working: Discussions will be held with NHS partners regarding therapy input to agree timely and appropriate support to enable the model to operate in the most effective way possible, making best use of NHS and LCC therapy staff.</p> <p>There are inter-dependencies and connections in this service challenge to the following:</p> <ul style="list-style-type: none"> • Significant links into the Discharge to Assess ((D2A) see Acute and Intermediate Care Service Challenges) pathways, specifically 'Home First' as this will in most cases be the 'front end' of the route into Reablement. • Lancashire Intermediate Care Review and subsequent Service Challenge • Single Handed Care Service Challenge • Review of and onward decisions on Improved Better Care Fund (iBCF) funded Night Time Support service • Identification of sustainability funding of all iBCF schemes relating to Hospital Discharge/Admission Avoidance • Review of the capacity of the existing contract to sustain an additional 4000+ service users • Community Residential Care Service Challenge • Pennine Discharge, Community & Intermediate Care |



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| | <p>Project</p> <ul style="list-style-type: none"> • Central Lancashire Urgent & Emergency Care Improvement Programme • Transformation of LCC Community OT programme |
| <p>Actions needed to deliver the service change</p> | <p>There are a number of key actions to be taken to achieve the increased volume & effectiveness through the service in order to realise the savings target. These are set out in a 2-phased approach as below:</p> <p>Phase 1 – Operational Changes within the service</p> <ul style="list-style-type: none"> • Additional posts identified based on assumptions made using established methodology. • Redesign of the way occupational therapy operates within the service, and the structure that supports it • Once additional SCSO posts and redesigned existing OT posts are approved, undertake quick recruitment to commence the improvements • Work with the Reablement providers to operate a 'Trusted Assessment' model that supports the expansion of the service. • Implement a range of operational actions identified as necessary to deliver the service challenge, including 'live-time' data oversight and reporting, effective and innovative decision-making, and increased promotion of the service, its ethos and importance with all partners. • Implement a range of identified actions that will ensure best and most effective use of staff across all organisations within the scope of the Reablement service, and ensure appropriate use of the service by all referrers. <p>Phase 2 – establish the capacity required within the provider contract and amend if required</p> <ul style="list-style-type: none"> • Early indications are that the expansion to 8,112 people using the service each year is possible within the existing service delivery contract. This is based on the assumption that the 'Time to Re-able' remains at an average of 37hours per person. A live time dashboard is required to performance manage this. • Continue to monitor and review in line with expansion to the 8,112 people, plus other new developments that may impact on the requirement for Reablement • As we near the expanded volume, review the operational opportunity to expand even further including the financial benefit of doing so. |



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| | <ul style="list-style-type: none"> Continue all key actions within phase 1 |
| Is external consultation required | No |
| What are the risks associated with this change and how will they be mitigated | <p>Whilst improvements have already been delivered, there have been significant challenges in developing and ramping up the service so far. There are risks to achieving further expansion and effective outcomes.</p> <p>Risk that we may be unable to secure consistent agreement and commitment across Lancashire with regard to therapy input. Risk that even with significant investment in improving quality, referrals won't improve to the necessary level. Mitigation: promote this work at all levels and gain buy in and commitment from Senior NHS partners across Lancashire. Monitor, review and address with partners where risks are not being mitigated.</p> <p>Risk that funding will not be agreed for additional SCSO posts into the service to support it to expand. Mitigation: work will be undertaken to achieve as far as possible with the existing resource, however if funding is not agreed, this risk cannot be mitigated.</p> <p>Risk there is insufficient funding for the newly designed Occupational Therapy posts Risk of inability to recruit into the newly designed Occupational Therapy posts in Reablement Risk of non-agreement to creation of the linked 3 Community OT Grade 10 posts Mitigation: Redesign work on the Reablement therapy structure will be undertaken by disestablishing some vacant OT posts and recreating some lower graded posts across the service, expanded the volume of therapy delivered.</p> <p>If funding cannot be agreed for the 3 community OT Grade 10 posts, funding will need to be found from disestablishing more existing Grade OT posts. This will destabilise the community OT service (and the Reablement OT management, as the only other OTs within LCC so would need to deliver the professional supervision required by the community OT service), and significantly reduce the work that can be undertaken by the teams. The teams cannot operate without operational and supervisory management. Risk cannot be mitigated.</p> <p>Risk of return to low morale and higher stress levels in Reablement staff as we push to expand further.</p> |



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| | <p>Mitigation: Recruiting additional staff to support the expansion plus ongoing work with the Provider to act as 'Trusted Assessors' will support mitigation. To regularly check wellbeing and mood across the workforce.</p> <p>Risk as we expand and take increasing numbers of people with more complex needs, it takes longer to Re-able and a reduced proportion of people have an outcome of no formal support needed.</p> <p>Mitigation: work closely with NHS partners to ensure timely Physio interventions. Ensure sufficient SCSO capacity with senior oversight to work with people to explore all opportunities towards independence. Use expertise of the Community OT team in reducing to single handed care plus explore the use of technology to support people with more complex needs.</p> <p>Risk of insufficient capacity in the Reablement contract, both now and in the future through new developments that may impact.</p> <p>Mitigation: Full scale analysis of capacity and usage patterns to be undertaken and used to inform any actions required. Continue to monitor in line with any new developments and amend as required.</p> |
| <p>Is an Equality Analysis required and, if so, has one been undertaken?</p> | <p>Not required</p> |

What does this service deliver?

Reablement is a therapy led short-term service designed to help people develop the confidence and skills they need to live as independently as they can in the community.

The service works closely with private sector providers to support people who have lost skills and abilities through illness or injury to reach their optimum level of independence. They also work closely with professionals in the NHS to enhance the Reablement service with Physiotherapy interventions.

The service is currently achieving performance of between target and stretch, and the service challenge will support the push to move the service to sustainably achieving the stretch target of 8,112 people accessing Reablement per year (an additional 2,650 per year on top of existing performance). This will enable even greater numbers of people to access the service either to avoid an unnecessary Hospital or Residential Care admission, or to support their discharge from Hospital and remain in their own home. The service also supports people looking to access social care for the first time to maximise their independence and prevent or delay their need for formal support.

The approach to the service challenge is on a 2 step approach: Phase 1 concentrating on the improvements that can be made within the service and Phase 2 concentrating on any necessary capacity amendments of the contract, including the



potential to expand further at the point where the service is close to delivering Reablement to 8,112 people per year. A trajectory will be set within the service to achieve the expansion to 8,112, with regular review points to look at capacity within the contract and teams.

The service is critical to Adult Social Care demand management and achieving high quality independent outcomes for people who are or may be in need of support.

3.2 Progress Update

This saving agreed in December 2018 relates to the continuation and extension of the existing, and successful, passport to independence (P2I) programme with further additional savings targeted at increased use and effectiveness of reablement.

Significant levels of savings have been delivered in previous budget rounds through the expansion of the reablement service which is designed to improve individuals' independence and wellbeing and reduce the ongoing requirement for formal paid packages of care. The additional saving agreed in 2018 relates to the delivery of a challenging stretch target based on an estimate of the annual volume of individuals who could benefit from going through the reablement service and their outcomes post reablement.

The agreed saving totalled £7.289m, with £2.289m delivered to date.

This saving is not expected to achieve the saving outlined in the agreed template, as this would require a significant increase in the volume of service users using the reablement service to reach levels that cannot be achieved both from a service user perspective and also the capacity within the market to provide the service. This saving is being fully replaced by a Demand Management approach for the directorate. This includes the roll out of our strengths-based practice model, utilising community assets as an alternative to formal care in appropriate circumstances, and the application of a revised scheme of delegation. The details in relation to demand management can be found in the Living Better Lives in Lancashire section below (section 4.2).



4. A009 – Living Better Lives in Lancashire (LBIL)

4.1 Agreed Savings Templates

The original template that was agreed by Cabinet in relation to this saving are shown below.

Reference – A009

| | | | | |
|---|--|-----------------------------------|----------------|----------------|
| Service Name/Saving Option: | | Living Better Lives in Lancashire | | |
| Which 'start year' does this option relate to | | 2023/24 | | |
| Gross budget 2022/23 | | £681.855m | | |
| Income 2022/23 | | £265.821m | | |
| Net budget 2022/23* | | £416.034m | | |
| <i>*Total Adults Service Budget</i> | | | | |
| Budget Change and Profiling (discrete year): | | | | |
| 2023/24 | 2024/25 | 2025/26 | 2026/27 | Total |
| £m | £m | £m | £m | £m |
| -2.401 | -4.900 | -4.000 | 0.000 | -11.301 |
| FTE implications: | | | | |
| 2023/24 | 2024/25 | 2025/26 | 2026/27 | Total |
| 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |
| Investment Required (Invest to Save): | | | | |
| 2023/24 | 2024/25 | 2025/26 | 2026/27 | Total |
| £m | £m | £m | £m | £m |
| 0.000 | 0.000 | 0.000 | 0.000 | 0.000 |
| Decisions needed to deliver the budgeted savings | Continue to roll out the Living Better Lives in Lancashire (LBIL) Implementation Plan. The Plan builds upon the foundations of the 3 conversations strength-based practice model and encompasses elements of the wider ASC transformation work. The primary focus is developing and offering alternative care and support options to formal care. This will offer more person-centred care and support, improve people's independence, increase the use of community and other types of local support and reduce the overall demand for and costs of formal care packages. | | | |
| Impact upon service, other LCC services, service users and | Service users will experience a more strengths-based approach to meeting their needs. There will be fewer 'hand offs' between services and alternatives to formal | | | |



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| external partners | care will be offered where appropriate with a view to enabling people to remain as independent, in their own home, for as long as possible. The directorate's wider transformation plan encompasses a range of service review and redesign work which are built on the premise of putting the service user at the heart of what we do. Living Better Lives in Lancashire also encompasses workforce development and culture change programmes which are fundamental to its success. These savings are focussed on practice changes that will focus on finding alternatives/reducing costs for lower value packages of care, complex cases, 'pop ins' and multiple carer packages whilst still meeting need and will apply to 'new' service users and those people whose existing care and support would benefit from/requires a review. |
| Actions needed to deliver the service change | <p>Continue to roll out the Living Better Lives in Lancashire Implementation Plan</p> <p>Produce clear communications to staff about the expected changes to practice, why they are important and how they can be achieved.</p> <p>Develop and implement a workforce development and culture change programme to support the practice changes.</p> |
| Is external consultation required | No |
| What are the risks associated with this change and how will they be mitigated | <p>There are a number of risks associated with the delivery of savings in relation to Living Better Lives in Lancashire. A key risk is the success of the practice and culture change that sits at the heart of the strengths based 3 conversations approach. This risk can be mitigated through the development of an effective culture change programme and careful monitoring of the roll out. Another key risk is the availability and effectiveness of a range of alternative community-based alternatives to formal care. This can be mitigated through the continuation of work that is ongoing with communities and the Voluntary Community and Faith Sector (VCFS) through the Public Health teams and the identification and application of investment. A further risk is in relation to the modelling that has been done for Living Better Lives in Lancashire savings. They are based on a relatively small sample size, a number of assumptions about practice change and the availability of alternatives to formal care. This can be mitigated through careful monitoring of key performance metrics and evaluation of the roll out of the innovation sites.</p> |



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| Is an Equality Analysis required and, if so, has one been undertaken? | No |
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What does this service deliver?

Living Better Lives in Lancashire (LBLiL) is not a service of itself. It is a programme of work, based around a culture change programme and new ways of working. It utilises a strength-based approach to working with people and their families and uses the '3 conversations' to have early conversations with people before they reach a crisis point, wherever possible. The overall aim is to reduce the call on formal services and long-term care by utilising care and support within communities. It relies on a good range and mix of services within communities, many of which will be provided by the Voluntary Community and Faith Sectors (VCFS). The programme will need investment in community services and funding bids are in train to utilise Public Health grant monies as a means of 'pump priming' a range of community-based services and initiatives. The programme also relies on partners, primarily the NHS, working with us in this strength-based way. The programme aims to improve outcomes for people, streamline ways of working for staff and reduce costs over time.

4.2 Progress Update

Living Better Lives in Lancashire is our vision for Adult Services. The Living Better Lives practice model has been piloted and will be fully rolled out from July 2024 aims to create a new relationship between professionals and people who need support, providing 3 distinct conversations aimed at helping people to lead independent lives, with traditional (funded) support packages offered only when other options have been exhausted.

The approach draws on the individuals' own resources and encourages professionals to forge stronger links with the wider community including the voluntary and faith sectors, in order to support individuals. It is referred to as a strength-based approach.

The programme requires investment in community services and utilises Public Health grant monies as a means of 'pump priming' a range of community-based services and initiatives. The programme also relies on partners, primarily the NHS, working with us in this strength-based way. The programme aims to improve outcomes for people, streamline ways of working for staff and reduce costs over time.

Living Better lives is the key strategy for managing demand and consequently will be the key mechanism for delivering savings going forward. We therefore are proposing renaming this saving as Demand Management Strategy as opposed to Living Better Lives which is a vision rather than a savings programme.

The key components of the Demand Management strategy include and are not limited to:

- reduction of formally commissioned care
- increase in community based provision



- reduction in multiple carer packages
- reviews and reassessments to ensure that people are not receiving more formal care than is needed
- high cost and out of area case reviews
- application of the financial scheme of delegation
- ensuring people are only placed in residential placements where absolutely necessary

We are currently in the process of determining the amount of savings that will be delivered against each strand of activity. In some areas it is not easy to specifically identify savings that directly relate to an activity, and we may therefore aggregate some savings into 'baskets' of activity.

The reablement savings referenced earlier will be incorporated into the Demand Management savings going forward.



5. SC034 – On Street Pay and Display

5.1 Agreed Savings Templates

The original template that was agreed by Cabinet in relation to this saving are shown below.

Reference – SC034

| | | | | |
|---|---|----------------|----------------|--------------|
| Service Name: | Highways Network Regulation (Parking – On street pay and display) | | | |
| Which 'start year' does this option relate to 2019/20, 2020/21, 2021/22 or 2022/23 | 2019/20 | | | |
| Gross budget 2018/19 | £2.105m | | | |
| Income 2018/19 | £2.675m | | | |
| Net budget 2018/19 | -£0.570m | | | |
| Budget Change and Profiling (discrete year): | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| £m | £m | £m | £m | £m |
| 0.000 | -0.100 | -0.085 | 0.000 | -0.185 |
| FTE implications: | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |
| Investment Required (Invest to Save): | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| £m | £m | £m | £m | £m |
| 0.114 | 0.098 | 0.000 | 0.000 | 0.212 |
| Decisions needed to deliver the budgeted savings | Increase the number of on street pay and display machines and chargeable parking spaces. | | | |
| Impact upon service, other LCC services, service users and external partners | Currently there is charging for parking on street in Lancaster and Preston only, which is confined to a relatively small number of streets in the city centres. The proposal is to expand provision in the city centres and implement on street charging for parking into other towns and localities in Lancashire. It is also proposed to review the level of on street parking charges. | | | |
| Actions needed to deliver the service change | Charging can help to manage the availability of kerbside parking space where there is a demand for it. Initial areas for consideration in addition to Lancaster and Preston comprise Burnley, Lytham, Ormskirk, Clitheroe, Whalley, | | | |



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| | <p>Carnforth, Colne, Padiham, Nelson, Chorley, Cleveleys, Poulton and Great Harwood. It is estimated that the number of pay and display ticket machines would increase from 27 to 80 and the number of chargeable parking spaces would increase from approximately 190 to approximately 560.</p> <p>The introduction of on street parking charges would require the promotion of a traffic regulation order which is subject to statutory public consultation and the consideration of any consequent objections.</p> |
| Is external consultation required | No |
| What are the risks associated with this change and how will they be mitigated | <p>Objection to the introduction of the on street charging is highly likely.</p> <p>The introduction of charges may lead to the migration of parking into adjacent streets which could be mitigated through the promotion of traffic regulations.</p> |
| Is an Equality Analysis required and, if so, has one been undertaken? | Yes - completed |

5.2 Progress Update

This saving was subject to consultation and through discussions with the Cabinet Member following consultation feedback, the implementation of the saving has been paused. In addition, the investment outlined in the template has not been utilised. The service is continuing to work with Cabinet to identify areas where this saving could be delivered. The service have identified additional income to act as a temporary mitigation until this saving is delivered.



6. SC013 – Bus Shelter Advertising

6.1 Agreed Savings Templates

The original template that was agreed by Cabinet in relation to this saving are shown below.

Reference – SC013

| | | | | |
|---|--|----------------|----------------|--------------|
| Service Name: | Bus Shelter Advertising | | | |
| Which 'start year' does this option relate to 2019/20, 2020/21, 2021/22 or 2022/23 | 2019/20 | | | |
| Gross budget 2018/19 | £0.000m | | | |
| Income 2018/19 | £0.000m | | | |
| Net budget 2018/19 | £0.000m | | | |
| Budget Change and Profiling (discrete year): | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| £m | £m | £m | £m | £m |
| -0.050 | 0.000 | 0.000 | 0.000 | -0.050 |
| FTE implications: | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |
| Investment Required (Invest to Save): | | | | |
| 2019/20 | 2020/21 | 2021/22 | 2022/23 | Total |
| £m | £m | £m | £m | £m |
| 0.000 | 0.000 | 0.000 | 0.000 | 0.000 |
| Decisions needed to deliver the budgeted savings | To agree to sell advertising space on appropriate bus shelters and develop other opportunities at bus stations in conjunction with other county council advertising initiatives. | | | |
| Impact upon service, other LCC services, service users and external partners | Management and administration resources will be required to establish and maintain a client base. | | | |
| Actions needed to deliver the service change | Collaboration within the county council to develop a strategy and implementation plan for commercial advertising | | | |
| Is external consultation required | No | | | |



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| What are the risks associated with this change and how will they be mitigated | There is a risk that demand for advertising will fluctuate. |
| Is an Equality Analysis required and, if so, has one been undertaken? | Not required |

6.2 Progress Update

This saving was incorporated into commercialisation activity that the county council is progressing. At this stage the saving is delayed, as the service is seeking the most cost-efficient way to implement the saving, as delivery costs have appeared high in comparison to the saving. Digital advertising has progressed quickly since this saving was agreed and the service will work will revisit this area in the future in a cost-effective way. Whilst this saving is delayed, the service has identified additional income to offset the pressure of the saving not yet being achieved.



Tracking and delivery of savings agreed

Appendix 'A' to this report, provides an update for the Scrutiny Management Board on the tracking and delivery of savings agreed by Full Council in the current and previous financial years. For those 2023/24 savings highlighted in blue, these include elements of savings rolled forward from previous years (i.e. delayed).

In considering the savings tracker at Appendix 'A', the Scrutiny Management Board is asked to consider and comment on progress with the delivery of savings.

Appendices

Appendix 'A' is attached to this report. For clarification it is summarised below and referenced at relevant points within this report.

| Appendix | Title |
|--------------|-----------------|
| Appendix 'A' | Savings Tracker |

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Legal

There are no significant legal implications detailed in the report.

Finance

There are no significant financial implications detailed in the report.

Risk management

This report has no significant risk implications detailed in the report.

Local Government (Access to Information) Act 1985 List of Background Papers

| Paper | Date | Contact/Tel |
|-------|------|-------------|
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None

Reason for inclusion in Part II, if appropriate

N/A

