

Bath and North East Somerset Council – People and Communities Directorate Plan 2016/17 to 2019/20

Introduction

This plan sets out the future direction of the People and Communities Directorate over the 4 year period ending in March 2020. The plan was first published in the autumn of 2015 and has just been updated. Year one of this plan is coming to a close and the budget to reflect year 2 is due to be set in February. The plan will be updated each year until 2020.

The People and Communities Directorate plan is one of 3 departmental plans and reflects the Corporate Strategy and 2020 Vision, both of which were adopted in 2016 by the Council.

The plan contains a greater level of detail for the coming year. The detail for the following years will continue to develop as Council policy evolves and will take into account consultation about the services affected. There will be a staged approach to consultation with equalities impacts considered at the same time.

This edition of the plan will be considered by Policy Development and Scrutiny panels in January 2017 having been developed on behalf of the Cabinet, and will inform the 2017/18 budget setting process.

The corporate strategic context remains largely unchanged but the financial context continues to deteriorate as increasingly tough financial targets are applied. The Council is now expecting to be self-sufficient and not reliant on general government grant from 2020.

The remainder of this four year plan remains as previously published last year except where highlighted by the use of italics. In addition the financial context section has been rewritten.

PART ONE – CORPORATE OVERVIEW

Strategic context

The Bath and North East Somerset 2020 vision sets out our overarching aspirations for the future including good health and wellbeing, economic growth, financial sustainability, an effective transport system and an efficient, well run Council. The vision was developed in partnership with the NHS, police, local business, the fire service and the voluntary sector.

‘Bath and North East Somerset will be internationally renowned as a beautifully inventive and entrepreneurial 21st century place with a strong social purpose and a spirit of wellbeing, where everyone is invited to think big – a ‘connected’ area ready to create an extraordinary legacy for future generations’

We are already making good progress in working towards this vision. We are a national leader in the integration of health and social care services for both adults and children and our relationship with the NHS continues to grow. Over 90% of children attend Good or Outstanding schools and local unemployment is low at less than five per cent. Our Connecting Families programme, working with vulnerable families, is one of the most successful in the country and the Roman Baths is one of the top most visited heritage sites in the UK.

However, we know that we need to do even more in order to be financially sustainable and deliver high quality services into the future. The landscape for public services continues to change and over the next four years we will need to adapt to accommodate the needs of a growing local population, reduced funding from central government and new legislation that will change the way we deliver some services.

These changes, coupled with an increasing demand for many services means that we need to transform the way we deliver some services, whilst holding onto our commitment to excellence. We have identified four corporate priorities for achieving this as we move towards our 2020 vision:

- A strong economy and growth
- A focus on prevention
- A new relationship with customers and communities
- An efficient business

By getting this right we will be able to achieve our vision for Bath and North East Somerset and for local residents.

Financial context

The previous Directorate Plans were primarily constructed to cover the 2016/17 financial year with some future direction of travel in line with the specific budget priorities and the Council's Corporate Strategy.

The Local Government Finance Settlement for 2016/17 provided definitive figures for 2016/17 together with an offer from Government to provide a guaranteed "minimum" funding settlement covering the period to 2019/20 in exchange for Council's providing 4 year efficiency plans. The Council submitted its plan in October and received confirmation that this had been accepted with confirmation that the Council can expect to receive the funding allocations published as part of the 2016-17 local government finance settlement in 2017-18, 2018-19 and 2019-20.

The multi-year settlement shows continuing significant reductions in the Council's core grant funding during the period to 2019/20. The Settlement also came with a number of further changes to local government finance during this period including:-

- *Ongoing reductions to Public Health and Education Support Grant funding in addition to core grant reductions.*
- *A consultation on the future of the New Homes Bonus, as substantial changes are considered to reduce this funding stream by up to 60% by the end of the Spending Review period.*
- *The implementation of the Business Rates Revaluation from April 2017 – this should be neutral across the country as a whole but there will be regional and even local impacts, including likely appeals from local businesses on any changes.*
- *A series of consultations on Government proposals to provide for a 100% locally retained business rates scheme. This will have substantial implications for local government funding and Government has indicated this will be accompanied by an updated needs assessment of local government funding and, a transfer of additional unfunded responsibilities from Government.*
- *Expansion of the Better Care Fund, including an additional £1.5bn of national funding between 2017/18 to 2019/20. The service or outcome delivery requirements accompanying this have not yet been set out.*

In light of these changes and the significant funding reductions already announced it is clear that we can expect the scale of the financial challenge facing the Council to continue right through to 2019/20 and potentially beyond.

Whilst the scale and speed of funding reductions will vary depending on the outcome of these national changes, there are also a number of factors which we can identify that will impact on local government funding going forwards:

- *The ongoing impact of demographic changes for Adult Social Care.*

- *The likelihood of increasing pay inflation (direct and indirect).*
- *The potential impact of changes to interest rates and the revenue cost of meeting the Council's full borrowing requirement.*
- *The level of inflationary cost pressures arising on Council services.*

The current Financial Planning work to look at the scale of this financial challenge for the Council over the 4-year period covering 2016/17 to 2019/20 estimates that the likely savings, or additional income required, will be around £49M. The Budget for 2016/17 included £12m of savings and additional income which are on track to be delivered, leaving a further £37m to be delivered over the next 3 years.

A rigorous process is being applied to support the development of the Council budget and medium term financial planning process going forwards, including a review of both the Council's revenue budgets and the current Approved Capital Programme.

The Cabinet has been considering a full range of Spending Review options to make savings, explore new models of service delivery, deliver innovation and efficiency, and generate additional income in response to the financial challenge. The review has considered spending across the Council to ensure, where possible, efficiency savings and income generation opportunities are maximised ahead of reductions to Council Services. The outputs from this review are reflected in the Directorate Plans.

The specific financial aspects of the proposals for this Directorate are set out in Appendix 4 – Budget proposals and Service Impact Statement .

PART TWO – DIRECTORATE PLAN

Directorate summary

The People and Communities Directorate led by the Strategic Director-People and Communities provides:

- A strategic lead for the Council in terms of: integration of local authority and health services; the provision of public health services and interventions that improve health and wellbeing and reduce inequality; the understanding of and response to local demographic shifts in terms of services for adults with short or long term/chronic conditions, older people and those with mental health needs; the understanding of and response to the needs of children, young people and families where there are issues of parental incapacity or neglect; the capacity, development and effectiveness of the early learning, schools and wider education systems to promote best outcomes for all children; the effectiveness of multi-agency activity to safeguard and protect the welfare of all children, young people and adults.
- A delivery lead for health improvement and health protection incorporating: promoting healthy lifestyles and minimisation of unhealthy choices, education programmes, Health Visiting, Family Nurse Partnership and School Nursing services, Sexual Health services, the NHS Health Check programme and local oversight of the screening and immunisation programmes for children, young people and vulnerable adults.
- A delivery lead for *Health and Care integrated commissioning for adults, children and young people and families* incorporating: all eligible adults under the Care Act 2014, provision of residential and nursing care, re-ablement, domiciliary care, community mental health services, drug & alcohol treatment, rehabilitation and preventative support, and social work services for people with learning disability or mental health needs and those in intensive supported living and extra care services. The provision of preventative services which prevent, reduce or delay care and support needs and slow the escalation of costs in meeting individual care and support needs. Delivery of services which support the effective functioning of the wider NHS system and prevent unnecessary hospital admissions or delays to discharge from hospital. Securing either directly or through commissioning of the services required to discharge all duties. *The commissioning of preventative, early help, specialist care services and mental health services for Children and Young People and families. Commissioning of child health services.*
- A delivery lead for all services required for children and young people under the Children Acts 1989 and 2004 incorporating: Children “in Need”, Child Protection and Safeguarding, Children In Care and Looked After, Care Leavers, Corporate Parenting, *Early-Help*, Disability, Troubled Families, Youth Offending, Youth Services and Careers Advice and Guidance, Virtual School for Looked After Children, Fostering, Adoption and

Permanence, “Off-line” Safeguarding and Assurance. Securing either directly or through commissioning of services to discharge all duties.

- A delivery lead for services required through various Education Acts (1988, 2006, 2010, 2012) incorporating: Admissions (primary and secondary), School Place Planning (mainstream and special), Early Years, Childcare and Day Care planning and sufficiency, Education, Health and Care (SEND) services and assessment (0-25 years), Children Missing Education, Educational Psychology, School Standards and Improvement, Schools finance, Home to School Transport, Early Help and Preventative services (0-19 years).
- A delivery lead for all safeguarding services and coordination of all multi-agency safeguarding work for children and adults including the work of the Local Safeguarding Children’s Board and Local Safeguarding Adults Board, Management of Allegations against staff, Independent Reviewing and Independent Child Protection Conference Chairing services and commissioning of all services to support and advocate on behalf of service users.

The Directorate has *five* Divisions with each led by a Divisional Director *or Head of Service*. A chart summarising the functions of each Division is attached. It also shows which Cabinet portfolio holder and Policy Development and Scrutiny Panel they report to.

The Directorate has a high degree of integration with the Clinical Commissioning Group which places both Council and CCG in a strong position in relation to delivery of the strategic vision of the Public Services Board, the NHS Five Year Forward View, national moves towards integrated care and health viewed through the lens of austerity. Our local Better Care Fund plan has been identified nationally as a best practice exemplar. We share a commissioning structure and our method of commissioning has helped to shape the corporate model.

The Directorate structure was developed with further integration in mind and was the first of the wider departmental restructures within the Council bringing together Adult Social Care, Community Health, Children’s Social Care and Education and integrating the transferring Public Health function. The original structure also included Housing and Skills and Employment functions which moved across to the Place Directorate in 2014. At this time there was a complete re-structuring of the management structure to deliver the required savings in management.

Over the period of the previous Medium-Term Plan the Directorate reduced expenditure across all functions with the exceptions of Public Health which has a ring-fence in place to aid transition from the NHS to local government. The future of that ring-fence will be dealt with in the next national comprehensive spending review. The Directorate has also utilised a range of mechanisms to manage demand and costs so that overall cash limits could be met. All service areas with the exception of Substance Misuse and Over 65 care benchmark at or below comparator authorities. The benchmarking for Adult Care and Health has been skewed because the amount of NHS funding managed by the Council (including pooled budgets) and which is

therefore included in the data. When this is removed spend aligns with statistical neighbours other than for over 65 care.

Main report: Directorate intentions

The next three years will continue to be challenging but will provide some opportunities. Considerable progress has been made in 2016/17 as set out in the budget challenge consultation workshops. The presentations used for these can be found online. For this Directorate, this includes:-

- *Progressed to contract award on Your Care Your Way- a person-centred approach to health and care for local people including
 - *More joined up and personalised service from young to old*
 - *GP hubs at the heart of our communities**
- *Maintained a strong focus on preventative services, early intervention and support for the most vulnerable to live more independent lives*
- *Continued building on the success of Connecting Families*
- *Reviewed transport spend and strategy (community and home to school transport) to better focus on needs and begun to pilot new approaches*
- *Supported local schools to consider future options whilst continuing to develop the future role of the local authority within education*
- *Managed substantial growth pressures in adult social care*
- *Reduced spend on substance misuse services to bring us in line with benchmarks*
- *Reduced spend on community services through efficiencies*
- *Redesigned the delivery of Public Health Improvement programmes*
- *Remodelled funding for the project management of schools capital work and the Music Service*
- *Redesigned the Family Information Service, routing enquiries through the One Stop Shop and on –line resources*
- *Launch of the joint Adults/Children’s MASH (Multi-Agency Safeguarding Hub).*

The Directorate’s strategic intentions are set out below against the Council’s four corporate priorities:

- **A strong economy and growth**

We will:

- Continue our nationally recognised Connecting Families programme to support workless families to gain training and employment with a view to permanent entry to the employment market.
- Continue to target those young people most at risk of becoming NEET (Not in Employment Education or Training) so that *they are supported* into education, training or employment and *thereby* prevent long term unemployment and dependency.
- Continue to secure education, training and employment opportunities for our Care Leavers so that we maintain good outcomes into adulthood.

- *Seek to ensure the availability of specialist skills and employment support for those adults less able to access the employment market due to ill health or disability.*
- Continue to challenge and support schools to promote progression and attainment and ensure that young people leave education with an aptitude for study and training and with good employability skills.
- *Progress the joint plans for a Regional Adoption Agency (Adoption West)*
- **A focus on prevention.**

We will:

- Deliver our Early Help Strategy for children, young people and families promoting early identification of need and swift intervention to prevent long-term ongoing need emerging.
- Deliver *our* Behaviour and Alternative Provision Strategy to support children with social, emotional and behavioural needs to promote their integration, learning and achievement and prevent exclusion from school and education.
- Deliver a new Special Educational Needs & Disability (SEND) Strategy to support children with SEND through local integrated provision and local attached and specialist provision with a view to expanding local options and reducing the need for external independent placements.
- Continue to challenge learning settings and schools to promote educational excellence for all children through targeted interventions and shared best practice with a specific focus upon closing the gap for those children most likely to suffer educational under-achievement.
- Work with all local schools, trusts and partners to build a shared plan for their future development based upon collaboration and cooperation and recognising the changing role of the Local Authority so that we promote best outcomes for all children and young people, *whilst at the same time re-modelling our role in education and school support.*
- Subject to anticipated legislation and guidance, continue the development of the Local Safeguarding Children Board and our children's safeguarding functions so that we have robust and effective systems in place to protect children including in those areas of emerging knowledge and practice such as Child Sexual Exploitation, Radicalisation, Female Genital Mutilation and social media.
- Review our services for those children and young people most likely to become Looked After particularly those aged 12-15 years to determine if there are other ways to meet need and improve outcomes.
- Implement a new, fully integrated Community Services model for community health and care services across B&NES resulting from the Your Care Your Way consultation with communities, partners and providers and *approved Full Business Case for the award of a contract to Virgin Care as Prime Provider.*

- *Work with Virgin Care to lead system-wide transformation and improvements to ensure that services are as integrated, effective and efficient as possible to meet the needs and priorities of our community.*
- Develop and implement an Older People Five Year Strategy which goes beyond health, care and housing to encompass all of the services which impact upon older people's lives and which if aligned and sign-posted more effectively can positively manage demand and escalation of need.
- Implement the Care Act 2014 including the new case management and information system (Liquidlogic), new financial management and contribution guidelines, new advice and information duties, etc.
- *Continue to work with partners to secure the re-provision of a B&NES Mental Health Unit which combines specialist acute mental health, dementia assessment and treatment wards so that we develop a provision which is "future-proofed" and able to deliver high quality in-patient care for acute mental illness and dementia.*
- Continue the development of our Local Safeguarding Adults Board and our adult safeguarding functions so that we have robust effective systems in place to protect adults including in those areas of emerging knowledge and practice such as financial abuse, radicalisation, etc.
- **A new relationship with customers and communities.**

We will:

- Continue to develop feedback and engagement systems with service users so that the voice of children, young people, adults and families influences our practice and provision.
- Review children's social care services to determine if we can develop new models of working which build upon our success in Connecting Families, strengthen early help and reduce reliance on *more specialist or statutory* interventions.
- Continue to develop Personalisation, Person-Centred planning and personal budgets to enable individuals and families to take control of their health and care.
- Develop further links with Area Forums and look for ways to enable communities to live healthier lives using their own assets and resources.
- *Explore opportunities for buildings and services historically managed by the Council to be better run by community groups or other providers.*
- **An efficient business.**

We will:

- Use contract management mechanisms and re-commissioning where necessary to deliver cost effective services and reduce "outlier" areas of spend.
- Complete a business support review across the Directorate to deploy business support to priority areas.

- Complete a series of demand management reviews to ensure that our direct operations and commissioned services are as cost effective and efficient as possible.
- *Explore further opportunities for improving efficiency and resilience of smaller services through collaboration with neighbouring Local Authorities.*
- Work with the Resources Directorate to consider opportunities for traded services.
- Work with the Place Directorate to review transport spend and strategy (Community and Home to School Transport elements).
- *Complete our review of Business support staffing roles and structures.*

Risk

The capacity of the Directorate is already stretched, the management structure was rationalised in 2013 with the loss of three Divisional Director posts. The Directorate faces massive legislative change to be implemented over the next 4-5 years across the whole spectrum of functions.

There will be a need for some short term investment in extra capacity and external specialist advice to review some of our operations and to help with service re-design.

The services provided are becoming more targeted and there is the need to ensure that as this trend continues we are aware of, recognise and plan for any equalities-related issues.

The Directorate operates in a wider demographic and societal system which is shifting rapidly and which has huge implications for the services directly delivered or commissioned and therefore for the budgets which fund these activities. The population is ageing and older people have increasingly complex medical and care needs. The number of children in need, those in need of Child Protection and those Looked After are increasing nationally and locally whilst timescales for interventions are being shortened as a result of legislation. Volumes of demand are increasing causing an increase in workloads.

There is an underlying structural underfund within the adult social care budget which has been a factor for several years. This has been offset by savings on other specific adult social care budgets and call down of ear-marked reserves. However, as the demands associated with the Care Act 2014 build-up, this underlying structural issue will crystallise and will require the Council to rectify via investment or other mitigation.

There is also a continuing pressure in the areas of Special Educational Needs and Disability. Further research is needed to fully understand the level of additional demand potentially being generated in both children's and adult services as more people are surviving through childhood and into adulthood with increasingly complex conditions. In addition the changes to the national schools funding formula may leave the Local Authority with a greater exposure to financial risk associated with the 'high needs' funding block.

Against this backdrop, much of our effort over the span of this plan will be in the area of demand management and service efficiency. There is therefore a risk that external factors could undermine some plans for the budget. However, the Directorate will keep all plans under review and seek to mitigate any risks.

Performance management

The Directorate intentions will be reflected in individual Team Plans for each of the Divisions in the Council. These team plans are a mixture of deliverable actions and key performance indicators. Overall performance of these plans will be reported quarterly and via an Annual Report through senior management teams, Informal Cabinet and the Policy Development and Scrutiny process. The underlying information will be published as Open Data.

PART THREE: DIRECTORATE RESOURCE PLAN

The Directorate's financial strategy is to deliver the changes set out in the previous section in accordance with the budget impact statement, and draft capital programme attached.

Each Divisional Director *or Head of Service* carries responsibility for the delivery of their budget proposals and is accountable to the Strategic Director-People and Communities. *The lead role for finance is carried out within the Resources Directorate by the Divisional Director for Business Support, who is the Section 151 officer (Chief Finance Officer), and responsible for the corporate finance strategy.*

In terms of workforce it is expected that the number of posts will fall as indicated in the impact statements. However, through TUPE transfers and effective management of staff turnover it is intended compulsory redundancies will be kept to a minimum. There will continue to be a shift in skills requirements towards commercial skills. Partnerships with external commercial organisations, especially in finance, have been developed to support this. For capital project delivery external expertise will continue to be bought in to work as part of the Project Delivery structure to enable a flexible approach and to minimise overheads. Similarly some short-term or specific external specialist capacity may be required to support the delivery of the ambitious programme of change and financial savings set out in this plan.

Property aspects of our priorities will be factored into planning in discussion with the Section 151 Officer and the Resources Directorate. *The property needs of the whole Council will continue to be reviewed and flexible working will be further developed to help provide better integrated services, and enable key partners to be accommodated. The main opportunities to rationalise the corporate estate (mainly offices) have already been taken but new opportunities are arising from the success of flexible working and office reconfiguration linked to the Workplaces 2018 project. Further integration with health may provide opportunities as the Your Care Your Way initiative*

progresses and will put us in a strong position to support delivery of the Sustainability and Transformation Plans being developed with our NHS partners.

Appendices

- Appendix 1: Directorate structure
- Appendix 2: Analysis of Headline Numbers for 2016/17 for comparison purposes
- Appendix 3: Draft Capital Programme - new & emerging items
- Appendix 4: Budget proposals and Service Impact Statement