

To: Renfrewshire Integration Joint Board

On: 22 March 2024

Report by: Head of Strategic Planning & Health Improvement

Heading: Sustainable Futures Programme: Progress Update

Direction Required to Health Board, Council or Both	Direction to:	
	1. No Direction Required	X
	2. NHS Greater Glasgow & Clyde	
	3. Renfrewshire Council	
	4. NHS Greater Glasgow & Clyde and Renfrewshire Council	

1. Summary

- 1.1. This paper is the first of two Sustainable Futures papers to be considered by the IJB at this meeting. It provides a programme update within the context of the continued financial challenges within which health and social care services are required to operate in Renfrewshire. As noted previously, this will require further savings to be made, and increasingly complex and difficult decisions to be made by the IJB at future meetings.
- 1.2. The paper updates on progress and related decisions which have been made on additional areas of scope within the Sustainable Futures programme, which the HSCP committed to bring to this meeting of the IJB. This includes an update on eligibility criteria and supporting assessment and care planning processes, Community Meals and Soft Facilities Management.
- 1.3. The second Sustainable Futures paper to be consider by the IJB today updates on the development of the proposals considered in November 2023, agreed by the IJB. It sets out the assessment undertaken, and associated decisions required. This follows on from a process of engagement which has informed the completion of options appraisals and equality impact assessments (EQIAs) for those proposals.

2. Recommendations

It is recommended that the IJB note:

- The update provided on the increasingly challenging financial context for the IJB (Section 4);
- The update on the overall savings position (Section 5);

- The update provided on the review of eligibility criteria and assessment and care planning processes (Section 6);
- The updates provided on work relating to Community Meals, Soft Facilities Management and Non-residential Charging (Sections 7 to 9); and
- The update on scoping strategic reviews and additional savings (Section 10).

3. Background

- 3.1. In November 2023, the IJB considered an updated and refined approach to progressing the Sustainable Futures programme, with the intent of identifying savings options that could support a reduction in the projected financial gap for 2024/25. The approach agreed by the IJB (provided for reference in Appendix 1) included consideration of recurring savings for which initial proposals were considered in November. Approval was received from the IJB to proceed to further impact assessment and engagement with stakeholders, which would then inform the IJB's decision-making on whether to approve or reject the proposals. A second Sustainable Futures paper, capturing these developed proposals, will be considered following this update.
- 3.2. In addition to those proposals referenced above, several further areas were identified within the programme's scope and it was agreed that an update to the IJB on these would be brought forward in January and March 2023. These included (i) non-residential charging, which was considered by the IJB in January and approval provided to submit recommendations to the Council's Leadership Board for consideration; (ii) Eligibility Criteria and assessment and care planning (previously referred to as SDS); (iii) Community meals and (iv) future models for Soft Facilities Management in adult social care. An update on each of these is provided in this paper.
- 3.3. In addition, further information on the next steps for the programme, which includes the scoping of three strategic reviews is provided in Section 10 of this paper.

4. Continued challenges within the IJB's financial context

- 4.1. As previously highlighted to the IJB, there continues to be many factors impacting on the public sector across the UK which are having a direct impact on our financial position. This includes the ongoing volatility of inflation and interest rates, energy costs, supply chain issues, the cost-of-living crisis, and recruitment challenges. Budgetary pressures are further compounded by higher than budgeted for pay awards, increased demand in care at home, increased patient acuity of need resulting in more intensive support packages, and prescribing overspends due to volume and drug price increases. All of these factors contribute to a level of financial challenge never before experienced by the IJB.

4.2. Additionally, whereas in past years the health budget settlement has included a circa 2% uplift for non-pay budgets, the 2024-25 settlement does not include this provision, further impacting upon the IJB's financial position.

4.3. The financial impact of these challenges is anticipated to continue over the medium-term and is covered in greater detail in the **2024-25 Delegated Health and Social Care Budget** paper also presented to this meeting.

5. Update on overall savings position to date

5.1. The previous position on overall savings identified for 2024/25 was outlined to the IJB in November 2023. In setting out this position, it was noted that savings figures provided at that time were indicative and subject to change as further analysis was carried out in advance of the next financial year. The table below sets out the updated savings position, reflecting those savings which were agreed by the IJB in November 2023, and those which are subject to decisions made by the IJB and Renfrewshire Council (with respect to non-residential charging).

Strand	Project / Workstream	Total Savings Value (Full Year)	Total Additional Income
APPROVED			
Savings and Best Value	Contracts and Commissioning	£155,263	
	Health Payroll	£2,149,590	
Sub-total		£2,304,853	
SUBJECT TO IJB AND RENFREWSHIRE COUNCIL DECISIONS			
Savings and Best Value	Charging and Contributions		£792,882
Consistency in service access and delivery	Day Support: Close Flexicare	£170,850	
	Day Support: DRC vacancy management	£65,110	
Responding to changing demand in Older People's Services	Reduction from 3 to 2 internal care homes	£399,356	
CONSIDERATION CURRENTLY PAUSED			
Consistency in service access and delivery	Day Support: Merge Mirin and Milldale	£458,747	
Sub-total		£1,094,063	£792,882
TOTAL		£4,191,798	

5.2. The following aspects should be taken into account when considering the savings figures set out in the table above:

- The proposal to merge the Mirin and Milldale day services was considered by the IJB in November 2023 and approval was provided for further assessment to be undertaken, alongside stakeholder engagement and the development of an options appraisal and EQIA. This work has been undertaken however a petition for a Judicial Review of the IJB's decision in November 2023 was lodged with the Court of Session on 4 March 2024. Accordingly, the IJB will require legal advice on the content of the Judicial Review before further consideration of this proposal.
- Further analysis has enabled the identification of a further £55k of savings within contracts that are subject to review and renewal in the forthcoming year.
- The figures provided for the Residential Care proposal reflect the findings of the Options Appraisal process (set out in the second Sustainable Futures paper to be considered today).
- The above savings figures are presented as full year figures. Those proposals subject to IJB decisions today would not, if approved, be implemented on 1 April 2024 and therefore the savings achievable in 2024/25 would need to be pro-rated depending on implementation plans.
- The additional potential income identified from the non-residential charging policy is shown as a total figure, considering all possible changes which would be phased in coming years. As set out in Section 9, any changes to residential charging policies are subject to agreement by Renfrewshire Council's Leadership Board and, should they be approved, will not take effect until April 2025.

6. Update on review of eligibility criteria and assessment and care planning processes

- 6.1. The review of HSCP eligibility criteria is now complete. A revised guidance protocol has been issued to teams to support focused and equitable application of criteria and ensure eligible need identified via an individual's assessment receives appropriate funded adult social care provision/budget. An associated data cleanse is ongoing and continues to be embedded in practice through the review of service users against the criteria. Routine reports are being generated to monitor the complexity of support provided across service teams aligned to financial spend.
- 6.2. Based on the work of the project team to date, it is likely the HSCP will recommend that the IJB agrees to continue to provide support at the eligibility threshold of Substantial and Critical. This is still to be confirmed and is subject to further assessment of existing caseloads.
- 6.3. Previous updates to the IJB identified the need to review Self-directed Support processes, linked to the above review of eligibility criteria. This review is specifically focused on consideration of the Adult Social Care Assessment and Support Planning Resource Indicator Tool (RIT) and its components (question set, scoring and risk). Review of the RIT is intended to support improved consistency across service teams and necessarily follows on from the review of eligibility criteria (which must be reflected within the tool).

- 6.4. This project is aligned to current legislative requirements and has involved benchmarking of the approach taken by other areas across Scotland. Further work is underway to align and agree the “best fit” question set and scoring framework for Renfrewshire to ensure that all support packages relate to financial allocations across an appropriate scale. This activity will inform assessment of any potential savings or costs moving forward.
- 6.5. A further update on these projects will be brought to the IJB at its meeting in June.

7. Community Meals eligibility

- 7.1. In November 2023, the IJB considered and agreed a proposal for the existing Critical and Substantial eligibility criteria to be applied to Community Meals services, to ensure equity and fairness in provision. The agreed eligibility criteria are now being applied and will support the avoidance of unnecessary costs in future.
- 7.2. New processes have been developed to ensure those who request a Community Meals service go through an early assessment process where a professional will identify their needs within the eligibility criteria, ensuring those who need the service most receive it. Those who do not meet the eligibility criteria will be provided with information and support to access alternative provision.
- 7.3. All hospital discharge requests for Community Meals will be implemented and reviewed within a 4-week period to ensure the service is being provided within the eligibility criteria, whether this requires to be continued, and if not, support provided to identify alternative provision.
- 7.4. The implementation of the new processes will ensure that only those who meet the eligibility criteria and require a Community Meals service receive it, and those who can remain independent are supported to do so through appropriate routes.
- 7.5. It is noted that the non-residential charging policy proposals considered by the IJB in January 2024 would, if approved by Renfrewshire Council, result in changes to the income received from the Community Meals service. This will be captured through that project in future.

8. Soft Facilities Management review

- 8.1. The IJB has received previous updates on the current model for delivering Soft Facilities Management within HSCP services, which is provided by Renfrewshire Council with costs recharged to the HSCP. Work has been undertaken previously to minimise cost increases passed through to the HSCP where possible.
- 8.2. Reflecting recent increases in cost, it was agreed that the HSCP would consider the existing model for Soft FM services and assess alternative

options for delivery in future. The HSCP has been working to scope and cost the existing model of provision for comparison against required services in future. Future service models will also need to reflect any decisions made by the IJB with respect to existing building-based services at this meeting.

- 8.3. Discussions are ongoing with Council colleagues, with data gathering being utilised to inform further assessment. As this work has not yet reached a view on a shortlist of future options for Soft FM, an updated position will be provided to the IJB at its meeting in June 2024.

9. Update on non-residential charging policy progress

- 9.1. In January, the IJB agreed to submit recommendations to the Council's Leadership Board for consideration. Council officers are currently in the process of planning and delivering a process of stakeholder engagement and the completion of an equality impact assessment (EQIA). The feedback received will be captured and considered prior to a paper being presented to a future meeting of the Board.

- 9.2. Should the Leadership Board approve changes to the existing non-residential charging policy, these will not take effect until the beginning of the following financial year in April 2025.

10. Further Sustainable Futures activity: scoping of strategic reviews and additional savings

- 10.1. The overarching approach to the Sustainable Futures Programme set out a further element of the programme to commence in the 2024/25 financial year, to undertake broader, strategic reviews of the service models in place for Extra Care, Residential Respite and Day Support.

- 10.2. The HSCP's Senior Management Team has reflected upon the degree of ongoing activity set out above, alongside the implementation requirements for the final savings proposals which will also be considered by the IJB at this meeting. Should these be approved, this will require significant capacity to deliver.

- 10.3. Taking these considerations into account, the HSCP will scope and deliver each strategic review on a phased basis to target resources as efficiently as possible. At the appropriate time, this scoping activity will also reflect upon the nature of decisions made by the IJB on related proposals and the associated impact of these on future service planning. A more detailed delivery timeline will be brought to the IJB at its meeting in June.

- 10.4. More broadly, the HSCP will continue to identify additional savings opportunities and will share potential options with the IJB through regular diarised development sessions.

- 10.5. As is noted in Section 4, the continued challenging financial context facing the IJB will require the ongoing consideration of significant and complex savings options and the development of these will reflect on lessons learned through

the programme to date. The lessons will shape the approach adopted as appropriate, including the format and detail of initial proposals and the supporting approach to communication and engagement with those potentially impacted by any further proposals.

Implications of the Report

1. **Financial** – This paper sets out the financial context and full year impact of agreed and proposed savings options. Decisions on proposals, and their associated financial implications, will be considered in supporting papers at this meeting.
2. **HR & Organisational Development** – HR colleagues, alongside Staff-side and Trade Union colleagues are members of the Sustainable Futures Programme Board and retain oversight of programme progress and the development of options.
3. **Strategic Plan and Community Planning** – This paper aligns with the Sustainable Futures theme set out within the IJB's Strategic Plan 2022-25.
4. **Wider Strategic Alignment** – This paper also aligns with the IJB's Medium Term Financial Plan 2022-25.
5. **Legal** – All updates in this report are consistent with the HSCP's statutory duties and support delivery of the Public Bodies (Joint Working) (Scotland) Act 2014.
6. **Property/Assets** – No implications from this report.
7. **Information Technology** – No implications from this report.
8. **Equality & Human Rights** – No implications from this report. However, it is noted that EQIAs are undertaken, where required, on proposals arising from the Sustainable Futures programme.
9. **Fairer Scotland Duty** – No implications from this report.
10. **Health & Safety** – No implications from this report.
11. **Procurement** – The previously identified saving from Contracts and Commissioning has increased within this report. The achievement of savings from contract arrangements is delivered in line with robust contracts and commissioning processes and aligns with procurement regulations where these are applicable.
12. **Risk** – Risks and issues arising from the contents of this report are tracked and managed on an ongoing basis and incorporated into reports to the IJB Audit, Risk and Scrutiny Committee as appropriate.
13. **Privacy Impact** – No implications from this report.

List of Background Papers: None

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Appendix 1: Approach Agreed by the IJB in November 2023

£14.7m projected budget gap in 2024/25

Steps towards reducing gap

1a. Recurring savings - November

- Health payroll budget
- Contract management
- Residential Care (incl. Soft FM savings)
- Day services (short term)

1b. Enabling proposal - November

- Extension of existing Eligibility Criteria

2. Additional options – January and March

- Charging
- Eligibility criteria and SDS
- Community Meals (alternative provision)
- Future Soft FM model

3. Cost avoidance

- Care at Home
- Prescribing
- Enhanced observations
- Holding vacancies

4. Non-recurring

- Pensions contribution rebate
- General reserves utilisation
- Repurposing of earmarked reserves

5. Strategic review savings in 24/25

- Residential Respite
- Extra Care
- Longer-term model of day support



Replaced by: