

To: Renfrewshire Integration Joint Board

On: 30 June 2023

Report by: Head of Strategic Planning & Health Improvement

Heading: Development of a Sustainable Futures Programme: 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. A focus on Sustainable Futures is a core overarching theme within the IJB's Strategic Plan for 2022-25. This theme is focused on ensuring that available resources within the Health and Social Care Partnership (HSCP) are used effectively, whilst recognising that service reform and financial savings would be required to achieve this. This paper provides further detail on the HSCP's proposed approach to delivering a Sustainable Futures programme in the next financial year and future years within an extremely challenging financial context.

2. Recommendations

2.1. It is recommended that the IJB:

- Approve the proposed programme management approach and scope for the implementation of a Sustainable Futures programme, as set out in Sections 5 and 6.
- Note the considerations set out relating to stakeholder engagement and the identification of future savings options, as set out in Sections 7 and 8.

3. Background

3.1. At its previous meeting in March 2023, the IJB considered a 'Delivering Sustainable Futures' paper, and approved its supporting recommendations. This paper, alongside the Chief Finance Officer's '2023-24 Delegated Health and Social Care Budget', set out the significant financial challenges facing the IJB, similar to those being faced by IJBs across Scotland.

3.2. In summary, a budget gap of approximately £9.45m was projected for the 2023/24 financial year. Within this context a range of savings proposals to a

combined value of £3.45m (with £2.49m to be delivered in 2023-24) were outlined to, and approved by, the IJB. It was also agreed that due diligence would be carried out on the proposed additional recharge of circa £1.5m by Renfrewshire Council.

3.3. At the time of writing, there is a current gap of £6.962m to be covered by existing IJB reserves to deliver a balanced budget (subject to further variances resulting from the due diligence exercise which will be built into future forecasting updates). In addition, considering a medium case scenario which projects a funding gap of £7.755m for 2024-25, an overall cumulative gap for this and the next financial year is approximately £14.7m. Further substantial savings will therefore be required to deliver financial balance in future financial years.

3.4. As part of the approach to addressing this challenge, the IJB agreed a proposed direction of travel for identifying future opportunities for savings and reform activity. This activity will align with the Sustainable Futures theme of the IJB's Strategic Plan, and consideration will initially be given to a number of core areas. These are:

- Reviewing what accommodation we use, and how we use it.
- Reviewing existing eligibility criteria.
- Focusing on the provision of statutory services.
- Assessing all elements of 'support' services, such as 'Soft' FM.

3.5. These areas are necessarily very broad and require further investigation. While this is expected to identify a range of projects to be taken forward to support the delivery of the required savings, no associated decisions have been made at this time.

3.6. Recognising the financial challenges set out above, the IJB also agreed an action for a Financial Recovery Plan to be brought forward for consideration. This paper seeks to address this requirement by setting out the proposed approach to developing a Sustainable Futures programme, which will aim to deliver the savings required to achieve financial balance. The paper also articulates how investigation of the areas above will be progressed and provides a proposed scope of initial projects for the IJB's approval.

4. Track record of financial planning, savings and efficiencies

4.1. The HSCP has a long-standing approach of delivering savings and efficiencies for our delegated adult social care and health services, to ensure the IJB delivers a balanced budget year on year. Since its establishment, the HSCP has successfully managed to take forward a number of programmes intended to deliver more efficient ways of working, ensure a Best Value approach and dampen/mitigate the impact of demand led growth – with a continuous focus on protecting frontline services and the outcomes of those who need our services most. This work to date includes:

- Review of all management structures and of all grades and roles across the organisation
- Robust vacancy management procedures, reflecting the ongoing implementation of our Workforce Plan to address recruitment and retention challenges, consolidation/realignment of posts where opportunities arise.
- Investment in additional capacity to ensure that the commissioning of care is carried out in line with appropriate governance and delivers Best Value, including the expansion of service review and transformational change activities which will be crucial in the coming years in light of existing budgetary pressures.
- Implementation of a number of major digital projects including the Eclipse Care Management system and Totalmobile scheduling system, alongside the wider adoption of tools such as Near Me Video Consultation, to support new ways of working.
- Demonstrated track record in continuous improvement, supported by our Change and Improvement Team – including improvement work within CAMHS (Child and Adolescent Mental Health Service) and RES (Rehabilitation and Enablement Service) to support efficiency of frontline services, streamlining business process and to align information systems and reporting frameworks.

4.2. The scope to deliver additional recurring savings without impacting frontline service delivery is increasingly limited. This is reiterated within Audit Scotland's IJB Financial Analysis 2021/22 which was published in April 2023:

"IBJs face considerable financial uncertainties and workforce challenges. Efficiency and transformational savings alone may be insufficient to meet future financial challenges. Significant transformation is needed to ensure financial sustainability and service improvements."

4.3. Additionally, the Scottish Government's Medium Term Financial Strategy, published on 25 May 2023 projects that all public bodies will be considering all options for delivering efficiency. This will focus on five areas of Digital, Shared Services, Public Sector Estates, Procurement and Grant Management as well as Revenue Raising, Managing Pay Sustainability and Service Model Transformation.

5. Development of a programme approach to Sustainable Futures

5.1. Recognising the breadth and complexity of the work which will be required to progress the core areas of investigation set out in Section 3, and to develop robust costed savings proposals, it is proposed that a Sustainable Futures programme is implemented. This will adopt good practice in programme management and governance to provide oversight of the savings development and reform process. Approval is sought from the IJB for the approach detailed in this section.

5.2. The Sustainable Futures programme will aim to deliver best value by modernising our services and reducing the financial gap in a sustainable way

with the least possible impact. This will be enabled by adopting a number of key principles, so that the programme:

- **Promotes equity and fairness:** We apply consistency and equity as part of a person-centred approach to service access and delivery.
- **Maximises the impact of our people and available resources:** We support our staff's health and wellbeing and skills development, ensuring we have an appropriately skilled and resilient workforce, and we make best use of the resources available to us within local services and our communities.
- **Maintains safe services and delivers on statutory requirements:** We continue to ensure that services provided are clinically safe and meet legislative and statutory requirements, whilst protecting the most vulnerable in Renfrewshire.
- **Is evidence-based:** We prioritise robust data and an evidence-based approach to future planning, decision making and evaluation.
- **Reflects ongoing engagement:** We continue to engage with partners, communities and all other relevant stakeholders to determine the broader impact of proposals and obtain feedback.
- **Enables innovation and improvement:** We develop an organisational culture which embraces further innovation and continuous improvement through digital technology, maximising the impact of existing tools and systems, and emerging opportunities.

5.3. A consistently applied approach to programme governance will support delivery of these principles. This is set out in a visual representation in the appendix to this paper, with the key elements including:

- A **Sustainable Futures Programme Board**, meeting monthly and chaired by the HSCP's Chief Officer with support from the Chief Finance Officer and Head of Strategic Planning and Health Improvement. The programme board will be responsible for the overall strategic oversight, approval and direction of the programme, including managing and coordinating resources, dependencies and high-level risks. In doing so, specialist input on HR, Clinical considerations and Equalities will be sought at regular intervals. The Board will also ensure regular reporting to the IJB on progress.
- A **Programme Management Office (PMO)**, to coordinate and manage consistent standards across the programme including quality assurance, risk management, progress tracking, board reporting and change control. Reporting to the Programme Board will be enabled by the PMO.
- **Three project areas** within the initial scope of the programme. Each of these areas will be led by a Head of Service and will be overseen by a Project Board. These Boards will be responsible for managing individual projects within the Sustainable Futures programme and will oversee progress of these, reporting on any risks or issues that require escalation. The Project Boards will provide monthly project updates to the Programme Board.

- A supporting **Business Change** stream will also be implemented to ensure that each newly proposed project within the programme is robustly appraised and that decision makers at project and programme level are informed by supporting evidence. This will include the completion of project appraisals and project briefs, and tracking of all savings delivered.

The Business Change team will play a key role in driving the proposed programme principles, supporting continuous improvement and innovation. This will include exploring opportunities around digital solutions, data utilisation, improving and streamlining processes and skills development, with a focus on where these areas could drive more efficient ways of working and cost-effective service delivery models.

6. Developing costed savings proposals and supporting timelines

6.1. As Section 4 highlights, this paper proposes three initial areas within scope of the Sustainable Futures programme. These have been developed to reflect the direction of travel agreed by the IJB in March 2023 and have been informed by an assessment of changing local demand and a desktop review of savings proposals outlined by other IJBs in recent months.

6.2. The table below summarises the areas proposed to form the initial scope of the programme, and the elements which will be considered through this work. As is outlined in Section 3 of this paper, the specific proposals and savings which may arise from this activity have not yet been defined and will be subject to the development of robust business cases over coming months. Additional areas for review will be defined on an ongoing basis and will continue to reflect local insight and the outputs from the benchmarking activity which has been undertaken.

Proposed initial project areas		
Programme Strand	Responsible Head of Service	Projects
1. Savings and Best Value <i>Identification of potential savings through operational efficiencies and ongoing review of value for money.</i>	Chief Finance Officer	<ul style="list-style-type: none"> • Review of current charging and contributions arrangements • Contract management efficiencies
2. Consistency in service access and delivery <i>Ensuring equity of access to services across service user groups and</i>	Head of Learning Disabilities, Mental Health and Addictions	<ul style="list-style-type: none"> • Review of eligibility criteria (for access to funded adult social care support) • Review of processes for access to Self-directed

<p><i>consistency in the definition and application of eligibility criteria.</i></p>		<p>Support and the approval of care packages</p> <ul style="list-style-type: none"> • Review of models of day care across all service areas (Older People, Learning Disabilities, Mental Health and Addictions) • Review of the existing residential respite models • Identify service improvements across the above areas through more efficient and innovative ways of working
<p>3. Responding to changing demand in Older People's Services</p> <p><i>Developing existing service models to reflect changes in local demand and the aims of the IJB's Strategic Plan 2022-25.</i></p>	<p>Head of Health and Social Care</p>	<ul style="list-style-type: none"> • Review of Older People's Residential Care and Care at Home provision in context of local demand • Options appraisal of support services across Older People services, such as Soft FM • Identify service improvements through more efficient and innovative ways of working
<p>Business Change</p> <p><i>Providing analytical and research support to inform the development of the programme's scope in future phases.</i></p>	<p>Head of Strategic Planning and Health Improvement</p>	<ul style="list-style-type: none"> • Review of non-statutory requirements • Options appraisal of Soft FM and other support services as identified • Scoping opportunity for continuous improvement through digital solutions, data utilisation and improving processes

6.3. The potential scale of work encompassed within the above project areas and project elements is significant. The HSCP will adopt a consistent approach to developing these business cases, as set out in the Partnership's Service Design Methodology. This will provide assurance to the IJB that each project

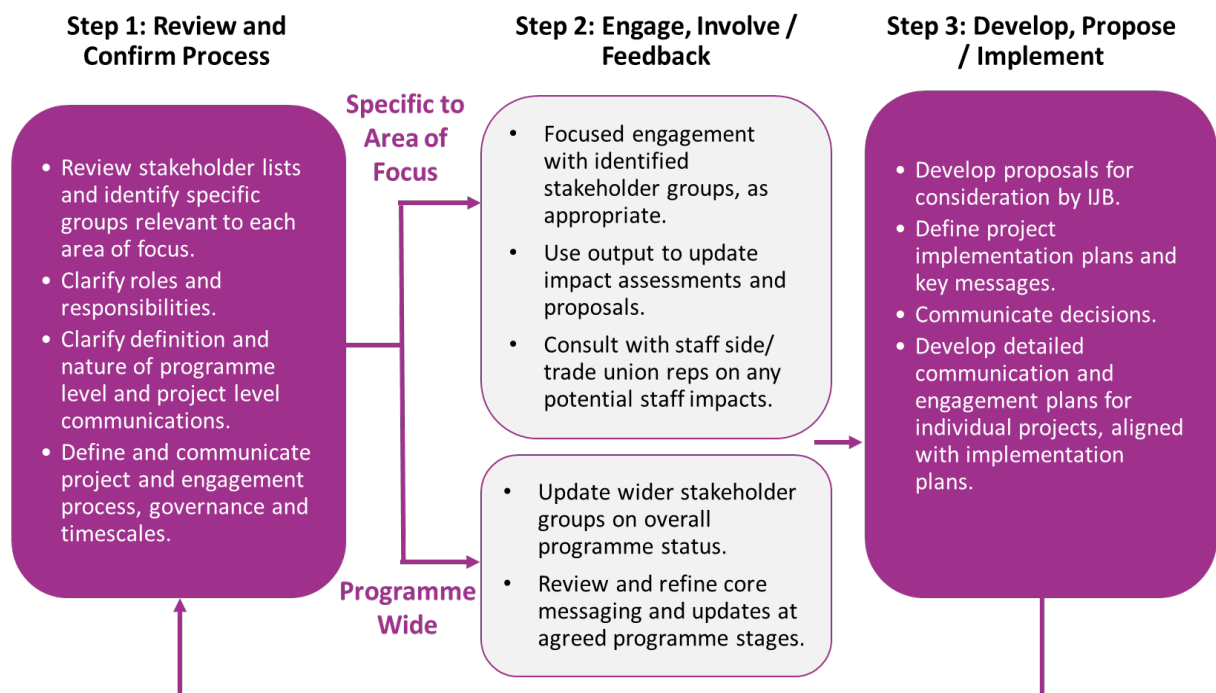
has followed the appropriate steps, including engagement with stakeholders (set out in further detail in Section 7) and the completion of Equality Impact Assessments (EQIAs).

6.4. Given the level of complexity involved in this work, it is essential that the appropriate amount of time is taken to assess potential areas of saving and service reform and to develop robust business cases to inform IJB decision making. This also needs to reflect the ongoing capacity constraints faced by the HSCP across service areas within the proposed scope. Taking these considerations into account, an updated position on costed savings will be brought to the IJB in November 2023. This update will also outline for the IJB's consideration next steps and further work required.

7. Communicating and engaging with stakeholders

7.1. Given the extremely challenging financial situation, summarised in Section 3 of this paper, it is highly unlikely that consensus on savings options across all stakeholders will be possible. This is understandable and reflects the range of expectations, wants and needs of different individuals and groups. A generalised consultative approach to developing savings options would therefore be ineffective.

7.2. Consequently, it is proposed that specific engagement plans are developed for each savings project once the scope has been confirmed. This will be undertaken alongside ongoing, programme-wide communication providing core updates on the programme's status to key stakeholders. The development of these communication strands will follow a three-step, iterative, process:



7.3. This approach will focus on *engaging with* rather than *consulting* relevant stakeholders to understand perspectives and the potential impact of savings proposals. This includes the IJB's Strategic Planning Group (SPG) and service-level Care Planning Groups (CPGs) which will have an important role

in wider discussion of developing savings proposals. The Terms of References and membership of these groups will be reviewed to ensure that they are complementary and include the right stakeholders. It should be noted, however, that these groups provide a mechanism for engagement but do not hold a decision-making function.

7.4. This reflects the complexity and challenge associated with confirming savings to bridge the projected financial gap and the difficult decisions which will need to be made throughout this process. Approval of savings will ultimately reside with the IJB.

7.5. A range of considerations will also be taken into account in the development of engagement plans. These will include, but not be limited to:

- **Reflecting, where appropriate, Planning for People guidance** to inform the nature and methods of engagement. However, it should be noted that there are limitations to this guidance and the level of detail it provides. In particular references to service changes being intended to deliver improvements will not necessarily reflect the challenging position facing the IJB;
- **Contextualising proposals** within the overall budget available to the IJB and associated implications for service provision;
- **Linking to national policy and good practice** to evidence that proposals are developed in line with national requirements;
- **Benchmarking proposals** against those being progressed by other IJBs to understand areas of commonality; and
- **Undertaking Equality Impact Assessments (EQIAs)** to assess the impact of proposals and mitigate negative impacts where possible.

7.6. A range of methods will be used to support engagement during the development of proposals. This will include the use of existing forums and additional workshops and focus groups where required, and stakeholders will have an opportunity to engage through face to face and online means.

7.7. Due to the expected nature of the proposals which will be developed, the HSCP envisages an increase in the number of enquiries that will be received, including from local Elected Members, MSPs and MPs. Engagement plans will consider a framework for responding to these enquiries effectively.

8. Identifying further savings in future alongside delivery of the IJB's Strategic and Workforce Plans

8.1. It is unlikely that the areas identified within the scope of the next phase of savings development will deliver a degree of savings sufficient to bridge the IJB's projected budget gap in future years. Consequently, further tranches of savings proposals are expected to be required.

8.2. The Business Change stream, described in Section 4 of this paper, will be responsible for developing project briefs for additional savings opportunities as they are identified, through which the potential viability and impact of

options will be assessed. Further updates will be provided to the IJB at regular intervals.

- 8.3. The increasingly challenging financial environment which the IJB is operating in is likely to have an impact on the HSCP's ability to deliver all of the commitments set out in the IJB's Strategic and Workforce Plans for 2022-25. An update on Year 1 of the Strategic Plan has been provided for the IJB's consideration at this meeting and the ambitions and deliverables for Year 2 will be reviewed and reflected within a Strategic Delivery Plan brought forward to the IJB in September 2023, and targets set within the 2023/24 Performance Scorecard.

Implications of the Report

1. **Financial** – No immediate implications from this paper. However, the identification of savings opportunities within the areas identified in this paper is expected to contribute to a reduction in the IJB's projected budget gap in future years.
2. **HR & Organisational Development** – No immediate implications from this paper. However, some savings proposals are expected to have HR and OD implications, and advice from colleagues will be sought at appropriate points in the development of proposals.
3. **Strategic Plan and Community Planning** – This paper aligns with the key themes 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.
9. **Fairer Scotland Duty** - No implications from this report.
10. **Health & Safety** – No implications from this report.
11. **Procurement** – No implications from this report.
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** – None from this report.

List of Background Papers: None

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Appendix 1: Programme Management Approach

