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| <b>29 July 2014</b>   |                            | <b>ITEM: 6</b> |
| <b>Health and Well Being Overview and Scrutiny</b>  |                            |                |
| <b>Budget Update and Savings Proposals</b>  |                            |                |
| <b>Wards and communities affected:</b><br>All   | <b>Key Decision:</b><br>No |                |
| <b>Report of:</b> Cllr Barbara Rice, Deputy Leader and Portfolio Holder for Adult Social Care and Health  |                            |                |
| <b>Accountable Head of Service:</b> Karen Wheeler, Head of Strategy and Communications; Sean Clark, Head of Corporate Finance; Les Billingham, Head of Adult Social Care; Debbie Maynard, Head of Public Health |                            |                |
| <b>Accountable Director:</b> Graham Farrant, Chief Executive; Roger Harris, Director of Adults, Health and Commissioning  |                            |                |
| <b>This report is public</b>  |                            |                |

## **Executive Summary**

As a result of significant reductions in the money received from the Government and other pressures on services the Council will have to make £37.7m of savings over the three years between 2015/16-2017/18.

Cabinet received two reports in July 2014 (2013/14 Draft Outturn and MTFS Update; Shaping the Council 2015/16 and Beyond), setting out unprecedented reductions in funding requiring a change in the way the Council approaches addressing the budget gap and in considering the future shape of the organisation going forward.

This report sets out the overall context and principles upon which the MTFS is based and therefore the backdrop to developing savings proposals to address the budget gap.

A number of savings proposals were agreed by Cabinet for further development and public consultation. This committee is asked to consider the savings proposals for Adults Health and Commissioning and comment on them as part of the consultation process and to inform further development and decision making.

### **1. Recommendation(s)**

- 1.1 That Members consider and comment on the savings proposals within Adults, Health and Commissioning listed in Appendix 1 and detailed in Appendix 2**

## **2. Introduction and Background**

- 2.1 As a result of significant reductions in the money received from the Government and other pressures on services the Council will have to make a further £37.7m of savings over the three years between 2015/16-2017/18. This is on top of the significant savings already made.
- 2.2 The Council has faced unprecedented financial pressures over the last four years. Over this period, the Council has exercised sound financial management within all services with the following headlines previously reported:
- Savings of £50m have been identified over the last four years;
  - The audit of the financial statements has confirmed that the Council, despite further in-year pressures, has contained expenditure within budget for the three financial years 2010/11 through to 2012/13;
  - The General Fund balance has been increased from £2.1 as at 31 March 2010 and maintained at £8.0m;
  - The Council has, for the last two audited years, received an unqualified Value for Money opinion;
  - The draft outturn for 2013/14, as reported to Cabinet in July, shows for the fourth consecutive year the Council has contained the financial pressures and delivered within the budget constraints.
- 2.3 The Leadership Group has been working over recent months to refresh the Medium Term Financial Strategy (MTFS) through reviewing the 2013/14 outturn and reflecting the latest information and forecasts within services. These have:
- Highlighted some 2014/15 pressures – Cabinet have endorsed the management actions being taken including for 2015/16 and beyond;
  - Identified the need to change the approach for budgeting and accounting for transformation and procurement savings; and
  - Led to a revised MTFS budget deficit for the period 2014/15 through to 2017/18 of £37.7m.
- 2.4 Specific pressures for 2015/16 and beyond, in addition to the overall reduction in Government grant, are set out in the body of this report. In addition Thurrock has and will continue to experience significant demographic changes. The Census 2011 showed that the population increased to 157,705, up 14,000 (10%) since 2001, and is projected to rise from 159,500 in 2012 to 176,500 in 2022. This is a 10.6% increase and is significantly higher than forecast for England (7.2%) and the Eastern region (8.6%).
- 2.5 This report sets out the overall context and principles upon which the MTFS is based and therefore the backdrop to developing savings proposals to address the budget gap.
- 2.6 A number of savings proposals were agreed by Cabinet for further development and public consultation. This committee is asked to consider the

savings proposals and comment on them as part of the consultation process and to inform further development and decision making.

### **3. Issues, Options and Analysis of Options**

#### **Medium Term Financial Strategy 2015/16 – 2017/18**

3.1 The Council agreed a MTFFS at their meeting on 26 February 2014 based on the following key assumptions:

- i. That further grant reductions in central government support would reduce year on year throughout the life of the MTFFS in line with government fiscal announcements;
- ii. That there would be annual increases in the amount that the Council would receive through business rate growth and New Homes Bonus;
- iii. That there would be a 1.99% annual increase in council tax along with an increase of 400 properties per annum;
- iv. That there would be a 1% pay award for all staff with the exception of senior management as well as incremental progression where staff are not at the top of their grade;
- v. That inflation would be limited to the Serco and Waste Disposal contracts as well as a provision for utilities;
- vi. That the Council would start to fix its temporary debt from the end of 2014/15, phased over the life of the MTFFS;
- vii. That growth for services, including for demographic demand, be set at a minimal level; and
- viii. That savings agreed at the budget Council meeting on 27 February 2013 over the two year period be delivered.

3.2 Based on these assumptions, the reported budget deficits were as follows:

| <b>2015/16</b> | <b>2016/17</b> | <b>2017/18</b> | <b>Total</b> |
|----------------|----------------|----------------|--------------|
| £m             | £m             | £m             | £m           |
| 15.8           | 11.7           | 9.4            | 36.9         |

3.3 Since the Council meeting, the following changes to the MTFFS have been made and so set the basis for future savings:

- Ongoing costs of New Ways of Working – With the level of savings to be achieved over the medium term and the changes that the Council will go through, it is the Head of Corporate Finance’s opinion that the approach should not be to budget for these centrally, but to recognise any related costs as a central expense that enables service transformation and to identify savings within the services (including central services such as legal and finance). The financial logic of transferring the responsibility to reduce cost to the services is to reduce the possibility of double counting and ensure that the ownership of savings requirements is clearer.
- NNDR Appeals – there are a number of appeals currently lodged with the Valuation Office by local businesses that, if successful, could be backdated as

far back as 2005. In the past these would have been met by the government but, despite the fact that the main proportion of this falls into the period before business rate retention, any impact is now shared between the government and the Council. This line reflects the Collection Fund Deficit treatment but there will be an ongoing adverse impact on business rate income that is factored into the MTFs elsewhere; and

- Purfleet – as land is drawn down for the development there will be a net loss to the Council in terms of income offset by maintenance etc. no longer required. Once complete, the development will realise additional income through Council Tax, Business Rates and the New Homes Bonus.

|                                      | 2014/15      | 2015/16     | 2016/17     | 2017/18    | Total       |
|--------------------------------------|--------------|-------------|-------------|------------|-------------|
|                                      | £m           | £m          | £m          | £m         | £m          |
| 27 February 2014 Council Meeting     | -            | 15.8        | 11.7        | 9.4        | 36.9        |
| 2014/15 Service Budget Changes       | (0.2)        |             |             |            | (0.2)       |
| Ongoing Costs of New Ways of Working |              | 0.5         |             |            | 0.5         |
| NNDR Appeals                         |              | 2.0         | (1.0)       | (1.0)      | -           |
| Purfleet                             |              |             | 0.2         | 0.3        | 0.5         |
| <b>Revised Budget Deficits</b>       | <b>(0.2)</b> | <b>18.3</b> | <b>10.9</b> | <b>8.7</b> | <b>37.7</b> |

3.4 The savings required to meet these deficits will be challenging and the Council does not have excess reserves to be able to fall back on should there be slippage in their delivery. As such, the approach is to bring forward £3.5m of the savings requirements that will serve three purposes:

- It will provide a cushion should some of the savings not be achieved fully in 2015/16;
- It will help manage any adverse outcomes on the assumptions made; and
- It will provide an opportunity to make a contribution into the Budget Management Reserve to provide further resilience to the Council's financial position.

|                                | 2014/15      | 2015/16     | 2016/17     | 2017/18    | Total       |
|--------------------------------|--------------|-------------|-------------|------------|-------------|
|                                | £m           | £m          | £m          | £m         | £m          |
| Revised Budget Deficits        | (0.2)        | 18.3        | 10.9        | 8.7        | 37.7        |
| Adjustment                     | -            | 3.5         | -           | (3.5)      | -           |
| <b>Adjusted Budget Deficit</b> | <b>(0.2)</b> | <b>21.8</b> | <b>10.9</b> | <b>5.2</b> | <b>37.7</b> |

3.5 The proposals to bridge these budget deficits are included later in this report.

### Other Assumptions Excluded from MTFs Totals

3.6 The main assumptions that have led to the totals above have been set out in this and previous reports. However, the following assumptions **have not** been included within these totals:

- i. The Care Act 2014 will increase the costs to the Council considerably through the new legal responsibilities that fall on the Council from April 2015 and the funding reforms / Dilnot changes from April 2016 (both the cap on individual contributions but mainly through the change to the capital threshold). A full report on these will be going to the Health and Well-Being Board and DB. The government has stated that these costs will be fully reimbursed but there remains a risk that this will not happen in which case a further report will need to come back to Cabinet on how these costs will be met;
- ii. There may be development surpluses through Gloriana Ltd – these have not been included at this time as there is a degree of uncertainty;
- iii. Limited provision for an increase in the demand for services has been included – careful monitoring of the impact of regeneration, welfare reform and general demographic pressures will be required, especially in Adults', Children's, Planning and Transportation, Environmental and Housing Services.
- iv. There will undoubtedly be a cost of severance from savings proposals and the Voluntary Redundancy scheme. A separate budget has not been set aside for this and so the first approach will be for the services to contain the costs within their services with any excess being met from the Budget Management Reserve.

### **Savings proposals 2014/15 – 2017/18**

- 3.7 In recent months Directors Board has been considering how to reshape services given the forecast financial position. This has been particularly challenging due to the scale of savings already achieved and the continuing growth of pressures on services, mainly due to the demographic changes as set out above. As part of this process during January and February all staff were invited to put forward their suggestions. Over 400 were received and have been considered by Directors Board, directorate management teams and at the executive boards, feeding into the proposals put forward to Members as part of this report.
- 3.8 Directorates have been able to identify both efficiency savings and more significant or innovative ideas as to where reductions in budgets can be made. Where possible alternative service delivery options have been considered to prevent considerable reductions in the level of service. Inevitably though there are some proposals where significant services would reduce or stop.
- 3.9 Initial savings ideas involving changes to services were shared with Cabinet members as part of Strategy Week in June 2014 in order to provide a policy steer. Cabinet agreed a number of the proposals in July 2014 for further development and public consultation including consideration by the relevant Overview and Scrutiny committees. These include some ideas that are particularly challenging, innovative and financially significant.

- 3.10 Appendix 1 sets out the savings proposals for Adults, Health and Commissioning.
- 3.11 Appendix 1, Section 1 sets out the savings proposals for further consideration by this committee. Appendices 2a-e set out the initial business cases for these savings proposals.
- 3.12 Appendix 1, Section 2 has been included for information only, as these have already been endorsed by Cabinet on 2 July 2014, however a summary on the efficiency savings around external placements is provided in 3.14 below with more detail attached at Appendix 3.
- 3.13 This committee is asked to consider the savings proposals for Adults' Health and Commissioning in Appendix 1 Section 1 and detailed in Appendices 2a-e, and comment on them as part of the consultation process and to inform further development and decision making.

### 3.14 **External placements**

This is where Adult Social care spends the bulk of its money. There is a significant amount of work to manage demand and reduce existing costs as part of our Placement Review Programme.

The challenge is that demand is growing for a number of reasons:

- demographic pressures are increasing
- complexity of need is increasing
- the number of young people coming through transition is increasing
- service users and carers expectations are increasing
- government policy – DILNOT funding reforms will lead to more people requiring adult social care support.

A joint programme of work has been established with Health and Housing to review all of the placements made through the external purchasing budget, to redesign the service offer for people helping us move away from high cost traditional residential responses to need, to bring people back from long stay out of borough placements and re-shape the market in Thurrock. This work is being overseen by the **Placement Review Programme Board**. It has the following workstreams:

- a. Review of the respite/short break pathway for disabled adults. Notice has been given on the Breakaway block contract this will terminate in its current form at the end of March 2015. Alternative models of short breaks are being explored including Shared Lives, an adult shared care scheme, supported holidays, support in the individuals own home together with direct payments to enable carers and their relatives to have more choice. Breakaway are working with us to provide a menu of services that can be purchased with a direct payment or a managed budget. Hathaway Road will be closing.

- b. Review of Supported Living / Supported accommodation. A separate business case has been prepared regarding all the current supported accommodation highlighting where savings can be made.
- c. Mental Health Placements. We are working jointly with SEPT to review the existing service offer for both residential care and supported living. The initial stage of this work is now complete and we have clear figures regarding people who need to remain in their current placements those who can return to Thurrock and those who require a step down services to then move to their own accommodation.
- d. Joint work with Housing. This has been a key area as we have developed a pilot service using empty warden flats in sheltered housing complexes. These flats have been used by learning disabled people moving from residential care as a step down to their own accommodation. A recent review has shown that this has worked very well and Housing have agreed to extend the tenancy agreements for a further year. As a result of this we are now working closely with housing to identify further properties that can be utilised to support people to move back to Thurrock from high cost placements.
- e. Continuing healthcare. This part of the project is to ensure that a review of all high costs placements that may be eligible for NHS funding through continuing health care take place. These are small numbers but significant costs. The process is now well established in the social work teams and monitoring through the project group gives a clear picture of potential savings.
- f. Specifically targeted reviews of our high costs providers. This process has started with Family Mosaic, this work has covered service quality, service user experience, service cost and is exploring the possibility of deregistration of some properties.

### **Remaining Budget Gap**

- 3.15 Despite the efficiencies and management action already agreed and proposals put forward, which total £26.5m across all services, this leaves an £11.2m shortfall against the budget gap in the MTFS of £37.7m over the three financial years. This assumes that all proposals are implemented. As set out above the Council does not have sufficient reserves to meet this gap or to replace any proposals that may not be agreed, fail to be implemented or if there is slippage in their delivery. Additional savings proposals will need to be developed particularly to address the £5.4m gap for 2015/16 (the net effect of 2014/15 and 2015/16 as below). Directors Board will develop these during July for consideration at a budget focused additional Cabinet meeting in August. This meeting will also focus on the cumulative impact of the reduction in budget and implementation of all the proposals on service delivery including our ability to meet statutory duties and the implications for staff.

3.16 These are summarised as follows:

|  | 2014/15 | 2015/16 | 2016/17 | 2017/18 | Total  |
|--|---------|---------|---------|---------|--------|
|  | £m      | £m      | £m      | £m      | £m     |
| Adjusted Budget Deficit                                    | (0.2)   | 21.8    | 10.9    | 5.2     | 37.7   |
| Appendix 2 Savings (2014/15 savings already accounted for) | (0.1)   | (9.3)   | (4.4)   | (2.8)   | (16.6) |
| Appendix 3 Savings   | (0.4)   | (6.4)   | (2.5)   | (0.6)   | (9.9)  |
| Remaining Projected Deficits                               | (0.7)   | 6.1     | 4.0     | 1.8     | 11.2   |

#### 4. Reasons for Recommendation

4.1 The Council has a legal obligation to set a balanced budget. The reduction in funding to the Council is unprecedented at a time when demand on services is growing, requiring a fundamental change in the way the Council approaches addressing the budget gap and in considering the future shape of the Council going forward. Members are asked to consider the specific savings proposals proposed for Adults Health and Commissioning as part of the consultation process to inform further development and decision making.

#### 5. Consultation (including Overview and Scrutiny, if applicable)

5.1 During Strategy Week, Directors Board, the Leader and Cabinet have been consulted on the key elements feeding into this report. Senior managers throughout the council have also been involved in identifying potential savings options and all staff have been widely consulted for additional ideas, which have also been considered.

5.2 Specific savings proposals will require detailed business cases and, where appropriate, be subject to public consultation including:

- Overview and Scrutiny committees to consider the proposals in July
- Public consultation during the summer as required
- Cross party Member and partner working group to consider all proposals
- Budget focused additional Cabinet meeting in August covering specific issues including community hubs
- Partner and supplier consultation on specific proposals as required
- Consultation with staff including trade unions from July and August

5.3 The outcomes of the consultation will feed into the final proposals put forward for decision making at the earliest opportunity in September and October 2014 followed by implementation.

5.4 The consultation will be supported by a comprehensive communication plan for external engagement during the consultation and decision making process.

5.5 Internal consultation with staff on specific proposals particularly where there is a restructure will be in line with HR policy and guidelines.



## **6. Impact on corporate policies, priorities, performance and community impact**

- 6.1 The proposals set out in this report have wide ranging implications for the Council, the way it works and the services it provides. Some of these will improve the way the Council does business and the service provided to residents by making them more targeted and efficient, however the cumulative impact of such a significant reduction in budget and the implementation of savings proposals will change service delivery levels, our ability to meet statutory requirements and therefore impact on the community and staff. The potential impact of the savings proposals on the Council's ability to safeguard children and adults will be kept carefully under review and mitigating actions taken where required.
- 6.2 The Council has commenced a voluntary redundancy process with staff. The outcomes from the process and full impact of the savings proposals on staff will be known over the next few months feeding into the implementation of management actions and decision making for savings proposals.
- 6.3 The changes and impact for each proposal in Appendix 1 is set out in the detailed business cases attached to this report including where policies and performance may change as a result. The impact on the community is covered under section 7.3 below.

## **7. Implications**

### **7.1 Financial**

Implications verified by: **Sean Clark**  
**Head of Corporate Finance**

The financial implications are set out in the body of this report and appendices. Council officers have a legal responsibility to ensure that the Council can contain spend within its available resources. This must also include a consideration of the risk in achieving that budget and so robust monitoring of accepted proposals will be essential throughout the coming years.

### **7.2 Legal**

Implications verified by: **Fiona Taylor**  
**Head of Legal and Democratic Services**

There are no specific legal implications as a result of this report, however, any implications of specific savings proposals are set out in individual business

cases to inform consultation and final decision making. The Council's Section 151 Officer has a statutory requirement to set a balanced budget.

### 7.3 Diversity and Equality

Implications verified by: **Natalie Warren**  
**Community Development and Equalities**  
**Manager**

Each savings proposal with changes to the service requiring public consultation has a detailed business case setting out how the saving will be achieved including the level of service reduction and mitigating actions. As part of developing the business case a comprehensive Community and Equality Impact Assessment (CEIA) will be completed, informed by the public consultation. An assessment of the cumulative impact from all the CEIAs will be completed by the Community Development and Equalities team to inform final decision making on the savings to be made for 2015/16.

It is recognised that there is likely to be a cumulative impact on the voluntary and community sector due to proposals to both reduce core grants and specific grants currently provided by services across the Council. A full assessment will be completed in consultation with the CVS to determine the implications for the sector and impact on the wider community.

### 7.4 Other implications (where significant) – i.e. Staff, Health, Sustainability, Crime and Disorder)

Other significant implications are identified in each business case to inform the consultation process and final decision making.

## 8. Background papers used in preparing the report

- Budget savings proposals working papers
- Cabinet reports, July 2014: 2013/14 Draft Outturn and MTFS Update; Shaping the Council 2015/16 and Beyond

## 9. Appendices to the report

- Appendix 1: Adults, Health and Commissioning savings proposals for 2014/15 – 2017/18
- Appendix 2: Business cases
  - a) Efficiency in Public Health Commissioning
  - b) Older People's voluntary sector contracts

- c) Voluntary Sector Contracts
- d) Equipment
- e) Supported Living Review
- Appendix 3: Business case - External Placements

**Report Authors:**

Sean Clark, Head of Corporate Finance, Chief Executive's Office

Karen Wheeler, Head of Strategy & Communications, Chief Executive's Delivery Unit

Roger Harris, Director of Adults, Health and Commissioning