

Handling Organisational Change Organisational Change Assessment

Provider Services, Adult Social Care Public Health & Wellbeing

1. Purpose

The purpose of the document is to:

- I. Set out the proposed changes to the staff structure and operating model for Provider Services including: Older People's Day Care, Learning Disability Day Care(Community Choices), Respite and Shared Lives, Supported Living, Reablement and Extra Care.
- II. Outline the timetable for formal consultation with affected employees and stakeholders and confirm the date of Admin Committee. Admin Committee will make the final decision to ratify the changes, or not.
- III. Encourage all staff to engage and participate fully in the consultation process to make their views known and put forward ideas, in the context of saving £1.17M from the base line budget over the next 2 years.

2. Background & Context

The council is facing a devastating projected shortfall of £49M in its finances this year as a result of the Covid - 19 emergency.

The emergency budget agreed by members requires Adult Social Care (ASC) to save a total of £4.5M over the next 2 financial years and Provider Services contribution of that is £1.17M.

The savings proposals are based on the least – worst approach with the objective of keeping services open, where possible to do, and above all keeping people safe.

A review was undertaken of each service to identify efficiencies and the full analysis is set out in Appendix 1.

The findings can be summarised as follows:

Extra Care – it shows a higher unit cost compared with the private sector (£32.15 per hour vs £16.10). Our review identified opportunities for re-modelling the service to be more efficient and effective. The service currently operates with approximately 300 hours a week of surplus hours, mainly due to staff down time.

Our proposal is to remodel the rota and reduce staffing from 33.66 to 23.24. There are currently 3.19 vacancies FTE, therefore 7.23 FTE posts (L2) would be subject to potential redundancy. Following this initial saving achievement there is opportunity to outsource to the private sector to achieve further savings or transfer to a Local Authority Trading Company (LATC) if the conditions were right i.e. Council's strategy, TUPE, financial position etc.

Reablement – supports mainly people being discharged from hospital. Our review found that it cost (£42.80 per hour) almost 3 times the cost of typical home care, however we have been unable to compare like for like with other local authorities or LATC's. The findings suggest that efficiencies could be made in reducing staffing hours. The service could operate more effectively with integrated therapies and earlier identification of people who are likely to need ongoing care. Reablement flats have displayed peaks and troughs in demand and the proposal is to reduce from 6 to 3. The service is currently operating with 24.73 (L3) vacancies. These vacancies have existed for some time and have supported ASC underspend. However we are proposing to delete 12 FTE posts and retain 12.73 FTE as contingency – 5 FTE to accommodate fluctuations in demand or demand increasing and 7.73 FTE for Side by Side. Staff downtime will also be utilised to support unplanned calls in extra care. The proposal is to delete the Senior Reablement Coordinators, creating 1 Deputy Manager post (indicative M1) that functions across the service locations to strengthen the leadership structure. Reablement is a central plank to the NHS long term plan and as such demand and funding will need to be closely monitored. Currently the council receives £304K via the Better Care Fund (BCF).

Supported Living – our review shows it is overall effective and efficient. The unit cost in line with industry norms. There is the opportunity to improve the staffing structure which would improve the service still further. We are proposing to reduce 1 L6 posts and create 1 Deputy Manager post (indicative M1) that functions across the service locations to strengthen the leadership structure. We are also proposing to upgrade 8 L3 posts to L4 to improve the operating model and opportunities for career progression. Supported Living we believe represents the best option to insource via a Local Authority Traded Company by virtue of the potential to trade, unit cost and strategic fit.

Respite & Shared Lives – this is operating well. The unit cost is better than comparators. We are proposing reduction of 1 Senior Worker (L6) and upgrading 2 L3 posts to L4. The service will be combined with Supported Living to have 1 manager instead of 2 and 1 Deputy Manager as referenced above to ensure transition to adulthood is as seamless and frictionless as possible. There is opportunity to expand the shared lives which is generally underdeveloped in Luton.

Learning Disabilities Day Care – this currently operate at a unit cost comparable with the market. This we believe the service is effective in supporting individuals and families. There could be opportunity to leverage volunteering more. The service is currently operating with 19 FTE vacancies, 10.5 will be recruited to immediately and 8.5 FTE will be used to extend the service to include weekends and late nights in order to manage future respite demand. The proposal is to reduce Senior Workers from 5 to 3 FTE and to delete the Service Co-ordinator

post, creating 1 Deputy Manager post (indicative M1) that functions across all day service locations to strengthen the leadership structure and ensure transition to adulthood is as seamless and frictionless as possible. The management restructure proposed combines all day services (older people and learning disabilities) under 1 manager.

Senior Management Changes – the proposal seeks to bring all ASC provider services under a single management structure and 1 Service Manager. Aligning the services under manager will provide for better strategic and systems oversight and leadership including new models of working, building volunteering capacity, income generation etc. The intention is to harmonise job descriptions where it's practicable to do so, and ensure there is greater equity across management grades which currently range from M2 to M4 for similar jobs

Older Persons Day Care – The savings proposal of £353,857 through a reduction in the number day care places which will include the decommissioning of Betty Dodd and St. Monica Day Care Centres which is under a separate proposal awaiting members' approval.

Due to a reduction in demand for older person's day care under this OCA the proposal is to reduce and change the current staffing model. The current statistics shows a decline in the region of 25 % in most centres' average daily attendance. The proposal will ensure that the service is re-modelled to be more efficient and effective by combining all day services (older people and learning disabilities) under 1 manager. This will strengthen our day care offer by utilising staffing resource and buildings more effectively to improve productivity.

The proposal will be a reduction of 2 Catering officers L2, 2 Team Leaders L6, 1 Senior Day care officer L4 and 2 Domestic Assistants at L1b. There are vacancies in Learning Disabilities service which staff will be encouraged to apply for to reduce the number of job losses

To cease the weekend service at Farley Day Centre due to very low service take up.

To provide an effective and value for money services for older people through identifying/ seeking alternative provision to building based day care placements and through the Side by Side Programme and direct payments.

The Council is legally obliged to inform and consult, at the earliest opportunity, the Trades Unions and all employees whose jobs and/or terms and conditions of employment are affected. This will be carried out by Service Managers, who will be advised by HR.

3. The Service

The function of each service is unchanged. In other words Extra Care will still support residents to live independently in their own homes as does Supported Living for people with learning disabilities. The form this takes will be different with changes proposed to the management structure, bringing posts together and the creation of new posts, some of which will work across all the services rather than in a the more traditional vertical structure. There will be more emphasis on working more flexibly and agile for all staff, operating as one system rather than each

service working independently of the others. This would mean a change in staff contracts however it is hoped that by doing so we will be better equipped to tackle a number of workforce challenges – agency use, over capacity, staff development and retention, skills mix and experience, and ultimately lead to a better overall experience to the people and families we support.

4. Scope

All Provider Services listed in paragraph 1 are in scope and the posts directly impacted can be found in **Section 6** below.

The list also include posts that will be indirectly affected highlighted with an asterisk. The existing job descriptions will need to be reviewed in light of management changes and the introduction of some new posts which might affect the current grade.

NB. The other affected posts are currently vacant

5. Proposals Summary & Structure

We need your feedback about the proposal(s) set out in this document. This is your opportunity to shape the future of the service

Please remember that these are initial proposals only and that the final proposals will only be known once the formal consultation period has ended.

The proposals seek first and foremost save £1.17M over the next 2 financial years. The inescapable truth is that however much we would like to avoid making cuts the business has to. The objective of course is to do so in such a way that we can continue to meet our statutory duties, keep people safe and with the least possible impact on jobs.

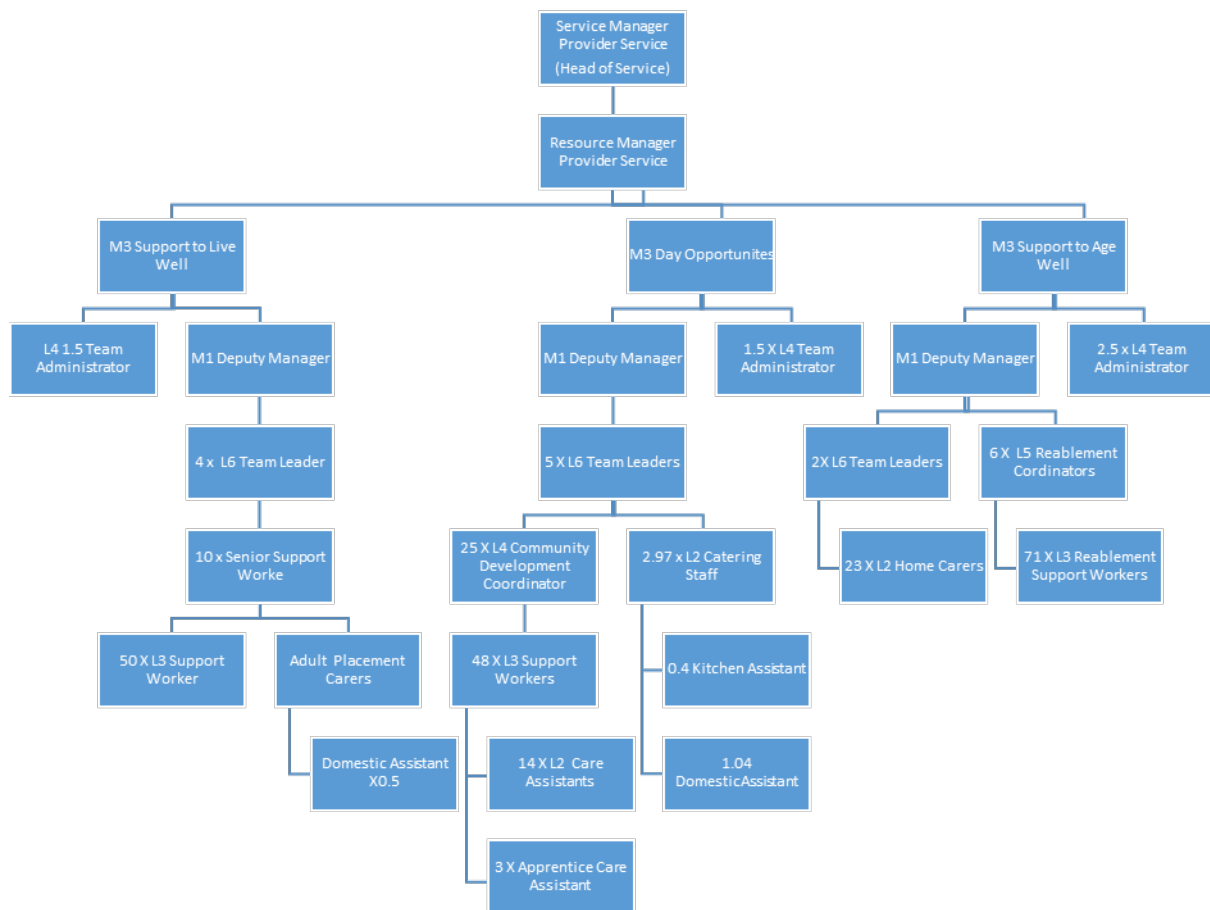
We believe the proposals to the structure provide a solid foundation on which to build a strong work culture where staff feel connected to the business with good open communication and information flow at all levels. Where staff work in a way which puts greater emphasis on team working, cross functional working and staff involvement in decisions which affect people's everyday lives.

The detail of the proposal is as follows:

- (i) Reduce the number of staff in Extra Care by 10.42 FTE, 3.19 FTE currently vacant net effect -7.23 FTE.

- (ii) Delete 12 FTE vacant posts in Reablement and **retain** 12.73 FTE as contingency – 5 FTE to accommodate fluctuations in demand or demand increasing and 7.73 FTE for Side by Side.
- (iii) Delete 2 L7 Senior Reablement Coordinators creating 1 Deputy Manager post (indicative M1) affecting 2 FTE members of staff with 1 possible redundancy
- (iv) Reduce the number of L6 Senior Support Workers / Senior Community Development Coordinator across the Supported Living, Learning Disability Day Services, Respite and Shared Lives and Extra Care services from 18 FTE (includes 2 vacancies FTE across the whole service) to 11 net effect -7 FTE. The proposal affects 17 staff with possible redundancy for 5 staff members
- (v) Remodel the structure to create 10 new L4 posts to improve the operating model and opportunities for career progression totalling 23 L4 positions across the service
- (vi) Combine the CQC registration of Supported Living and Respite and Shared Lives into a single service under 1 registered manager, net effect -1FTE. The proposal affects 2 staff with possible redundancy for 1 staff member
- (vii) Bring Extra Care and Reablement under 1 registration with 1 manager, net effect -1FTE. The proposal affects 2 staff with possible redundancy for 1 staff member
- (viii) Align all provider services responsibility and accountability under 1 Service Manager
- (ix) Harmonise the job description and grade for all registered/non registered managers practicing in Provider Services, indicative M3.
- (x) Combine Older Persons Day Care services and Learning Disability Day Care services under 1 structure and 1 manager, - 1 net effect. The proposal affects 2 staff with possible redundancy for 1 staff member
- (xi) Reduce the number of staff who will be transferred from Older People Day Care to the combined day care service. The proposal affects 2 Catering Officers, 2 Day Care Team Leaders, 2 Domestic Assistants 1 Senior Day Care Officer post

The new team structure (high level) is as follows:



The proposal will create 7 new posts and 10 L3 posts will be upgraded to L4.

Posts Created with indicative grades:

Service Manager Provider Services (M8)
 Provider Services Resource Manager (M6)
 Ageing Well Manager (M3)
 Support to Live Manager (M3)
 Day Opportunities Manager (M3)

Deputy Manager and Transitions (Learning Disabilities) M1
 Deputy Manager Ageing Well (Extra Care & Reablement) M1
 Deputy Manager Support to Live Well M1
 The following posts will be **deleted**

- I. Service Manager Support at Home **(VACANT)**
- II. Resource Manager – Learning Disabilities
- III. Supported Living Manager
- IV. Respite & Shared Lives Manager
- V. Extra Care Manager
- VI. Reablement Manager
- VII. Operations Manager Community Choices
- VIII. Older People Day Care Manager
- IX. Learning Disability Service Coordinator
- X. Senior Reablement Coordinators
- XI. Reablement Support Worker (L3) x 12 FTE **(VACANT)**
- XII. Extra Care Home Carer (L2) x 2.69 FTE **(VACANT)**
- XIII. Admin Extra Care (L4) 0.5 FTE **(VACANT)**
- XIV. Senior Support Worker Respite & Shared Lives (L6) x 1 FTE **(VACANT)**
- XV. Senior Support Worker Supported Living (L6) X 1 FTE
- XVI. Senior Community Development Coordinator (L6) X 2 FTE
- XVII. Older People Day Care Team Leader (L6) X 2
- XVIII. Older People Day Care Senior Day Care Officer (L4) X 1 FTE
- XIX. Catering Officer (L2) X 1.49 FTE
- XX. Older People Domestic Assistant (L1b) X 1.55 FTE

Draft job descriptions will be available the second week of the consultation and will be subject to job evaluation panel (date to be confirmed) following consultation and feedback from staff.

6. Staff directly affected by the Proposal

Post Description	Grade	FTE	Headcount	Vacant (Yes)
Service Manager Support at Home	M7	1	0	Yes (1)
Resource Manager Learning Disabilities	M5	1	1	No

Respite and Shared Lives Manager	M3	1	1	No
Supported Living Manager	M2	1	1	No
Reablement Manager	M4	1	1	No
Extra Care Manager	M4	1	1	No
Older People Day Care Manager	M3	1	1	No
Operations Manager Community Choices	M2	1.0	1	No
Extra Care Home Carer	L2	26.97	31	Yes (3.19)
Senior Support Worker	L6	6	7	Yes (1)
Senior Community Development Coordinator	L6	5	5	No

Learning Disability Service Coordinator	L6	1	1	No
Senior Reablement Coordinator	L7	2	2	No
Team Leader Extra Care Home Care	L6	2	2	No
Older People Day Care Team Leader	L6	5	6	Yes (1)
Older People Day Care Senior Day Care Officer	L4	3	3	No
Catering Officers	L2	4.45	7	No
Older People Domestic Assistant	L1b	1.79	3	No
Totals		65.21	74	6.19

7. Integrated Impact Assessment

8. Risks –

Description	Impact	Mitigation
Job losses and the loss of an experienced and skilled workforce	The proposal puts 65.21 FTE posts (currently filled) at risk There is a strong possibility of redundancies at L6 and above.	<p>There are 20.43 posts that will be recruited to - apprenticeship, L3, L4 and M1 (indicative). A further 10 posts will be upgraded from L3 to L4.</p> <p>Staff will be ring-fenced and have the ability to apply for other jobs in accordance with the policy</p> <p>Skills needs assessment and resource plan will be completed as part of any OCA</p>
Demand increases	Services are unable to respond effectively	<p>The proposed changes to management and harmonisation of job description will enable services to be more agile and flexible and be better equipped to tackle a number of workforce challenges i.e. agency use, sickness absence, lack of opportunities.</p> <p>Services will continue to use casual bank staff and will be able to respond to any immediate changes</p>
Resistance from staff or lack of buy – in to the changes	Lack of trust and dip in morale	<p>The rationale for the changes will be communicated simply, intelligibly and honestly</p> <p>Resources will be</p>

		<p>planned to enable all staff to actively participate and engage with the OCA process</p> <p>All changes will be subject to due process and scrutiny</p>
Outsourcing could have a negative impact on quality	Reputational risk to the council. Increased complaints and safeguarding activity.	<p>Any tender would be based on a clear service specification on what is required to be delivered.</p> <p>The successful bidder will have assured through the procurement process that it meets all the criteria – financial and qualitative – and this has been verified through onsite checks</p> <p>Ongoing monitoring of performance will be maintained for the duration of the contract and action taken where there are any shortfalls</p>

9. Consultation and next steps

- I. The Councils Handling Organisational Change policy will be used throughout the process.
- II. Trade Union Management Meeting on Wednesday 30 September 2020
- III. Formal Consultation starts on Monday 5 October 2020
- IV. Draft job description will be available on Monday 5 October 2020
- V. Job Evaluation Panel to be confirmed
- VI. Formal Consultation end on 18 November 2020
- VII. Admin Committee on 16 December 2020

During the consultation period –

- All affected employees will be offered a one-to-one meeting.
- Group staff meetings will be arranged as necessary.
- Continual and open dialogue is encouraged on further suggestions and ideas to arrive at the best proposals for change given the circumstances in which the Council finds itself are encouraged.
- Question and Answer document updated regularly;
- All affected employees have the opportunity to e mail their views about the proposals to Catherine.Dhokia@luton.gov.uk
- Each e-mail received will be logged and a response provided. Question and Answer document to track responses.
- Detailed documentation will be made available to affected staff during consultation.
- Trades Unions will be involved throughout.
- Consultation will include opportunities for key stakeholders to give their comments on the proposal(s).
- We will report to the Admin Committee on 16 December 2020 with the final Service proposals. Subject to the Committee's decision, the implementation of changes will commence immediately.
- If applicable, formal notices of redundancy are likely to be served from the start of January 2021 at the earliest;

10. Consultation and next steps

Implementation will be in line with the Council's Handling Organisational Change policy.

The outcome of consultation document and a draft implementation plan will be circulated once the consultation closes. The final draft proposals will be presented to Admin Committee for approval and can be amended at any point, as a result of formal consultation or Committee's decision.

A final implementation plan will be circulated following the publication of Committee's decision. In general, implementation will commence immediately.

Human Resources will advise on technical/procedural aspects of implementation plans.

11. Employee Support

Changing times can often be difficult. A confidential support service is available to staff through **Health Assured Limited** they can be contacted on **0800 030 5182** OR via www.healthassuredeap.com, Username = **Luton**, Password = **Council**.

Careers support, advice and information is available from the National Careers Service. You can contact them on **0800 100 900** or visit their website at **nationalcareersservice.direct.gov.uk**

Support is also available from the Luton Town Centre Chaplaincy. The Town Chaplaincy Team offers a confidential, independent, non-judgemental listening ear to anyone regardless of faith or no faith. The Town Chaplains are available between 12-2pm Monday, Tuesday and Thursday at Luton Town Hall. The Team can also be contacted on the following numbers:

01582 545037 07528 498677 07557 686218

Further information from www.lutontcc.org.uk or email info@lutontcc.org.uk