

**REPORT FOR: CABINET**

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**Date of Meeting:** 22 January 2013

**Subject:** Transformation of Day Services in Harrow

**Key Decision:** No

**Responsible Officer:** Paul Najsarek, Corporate Director of Community, Health and Wellbeing

**Portfolio Holder:** Councillor Margaret Davine, Portfolio Holder for Adult Social Care, Health and Wellbeing

**Exempt:** No

**Decision subject to Call-in:** Yes

**Enclosures:** Appendix 1 - Details about the in-house centres  
Appendix 2 – External Day Service Provision  
Appendix 3 - Other Local Authorities carrying out reviews of day centres  
Initial Equality Impact Assessment

## **Section 1 – Summary and Recommendations**

- This report sets out the vision for the transformation of day services in Harrow. The review concentrates on all services used by the borough, including seven day centres provided by Harrow council, each focussing on a particular client group.
- Supporting the most vulnerable people in the community is central to the work of Harrow council. The council will continue to ensure that people receive the care and support they need to be as independent as possible and to be treated with dignity and respect. Through this report we are seeking to ensure that we continue to safeguard the needs of vulnerable people by ensuring that services are as high quality, efficient and effective as possible.
- In order to make services fit for the future, relevant to strategic priorities and legislation and a highly efficient use of resources, the report makes a number of recommendations for change.
- The aim is to deliver a modernised service that offers improved outcomes, delivers the MTFs savings of £600k over 2013/14 and 2014/15 and delivers the vision of enhancing our residents' quality of life and offering excellent service.

### **Recommendations:**

Cabinet is requested to approve the following:

- Consultation to include steps to rationalise internal day service provision in line with spare capacity identified and in order to deliver the MTFs target of £600k in a year.
- To develop through consultation with relevant stakeholders, including service users, carers, staff and unions, a long-term vision for a transformed model for day opportunities for people with learning disabilities, physical disability and sensory impairment and older people in Harrow.
- Consider alternative models for day opportunities and develop a range of options that: increase opportunities for social inclusion, maximise choice and control, improve health and well-being, increase employability and deliver efficiencies.
- Authorise the Corporate Director for Community Health and Wellbeing, in consultation with the relevant Portfolio Holder(s), to:
  - Design and implement the consultation plan for service users, carers and families, staff, Unions and other key stakeholders.
  - Prepare a final report with the results of the consultation and detailed recommendations for consideration by Cabinet in July 2013.

### **Reason: (For recommendation)**

The recommendations are proposed in recognition of a need to further develop the way that day services work in the borough. Involving key stakeholders is a central aspect of this review which will aim to ensure that services are strategically aligned and financially affordable for the future.

The aim is that the review will:

- Establish a service model that supports the Government's ambition to offer personal budgets to at least 70% of service users, with a strong focus on Direct Payments by 2013.
- Deliver £600k revenue savings over 2013/14 and 2014/15.
- To support greater integration of health and social care services in order to develop improved, seamless, preventative services.
- Develop a continuum of services that service users will want to buy, which responds to the prevention agenda and support independence and inclusion.
- Enabling people to purchase these through the council's on-line social care portal.
- In line with the Care and Support Bill to "promote diversity and quality in the provision or services", including increasing culturally specific services.
- Respond to the changing demographic profile of people who use Day Services.
- Encourage communities to take an increasingly prominent role in supporting vulnerable groups through the development of community capacity and social capital – breaking down barriers and moving towards greater social inclusion.
- Ensure that we use the buildings available to us in the most effective and efficient ways.
- Support staff delivering services and offer greater job satisfaction and job security.

## **Section 2 – Report**

### **2.1 Introduction**

Supporting the most vulnerable people in the community is central to the work of Harrow council.

Day opportunities can be a vital element of an individual's package of care focussed on supporting people to remain at home. The council has a statutory duty to provide "facilities for occupational, social, cultural and recreational activities". Day opportunities support people to learn new skills and to be more independent. They prevent social isolation and help people to socialise.

Social care outcomes underpin the need for provision and access to day opportunities. These relate to the ability to maintain:

- Personal hygiene
- A safe environment
- Social interaction
- Nutritional needs
- Independence

The transformation of day services will focus on opportunities to improve efficiency and support more people to be independent through provision of a range of community based day activities.

The transformation of day services will support the achievement of £300k savings from day services in 2013/14 and a further £300k in 2014/15 as set out in the council's Medium Term Financial Strategy (MTFS). The strategic review of day services is one of the Council's key transformation projects.

The review will need to address a number of aims:

1. Develop a new model for day services that is fit for purpose, focused on outcomes for service users and delivers the necessary efficiencies.
2. Ensure that services are available to meet all of the needs of older people, people with disabilities and young people transitioning from children's social care into adult services.
3. Consider the whole market for day opportunities, not just those provided by the council, including links to neighbouring areas.
4. To explore opportunities to rationalise and consolidate the use of buildings in order to deliver efficiencies and ensure services are sustainable.
5. Greater integration to enable health and social care services to work jointly to meet the needs of Harrow residents.
6. Increase the number of people who are supported to purchase day services of their choice through personal budgets and using an electronic purse.

Through this transformation we will ensure that we are able to provide high quality care and support to those most in need. We believe that by improving the way services work and making them more efficient we can enhance the outcomes that they are able to achieve and make them more financially efficient.

The council recognises that changes to services can cause considerable concern, and change needs to be managed carefully and sensitively. We will ensure that we take this into consideration when developing final recommendations and implementation plans. Managing the transition to new ways of working will be considered within consultation.

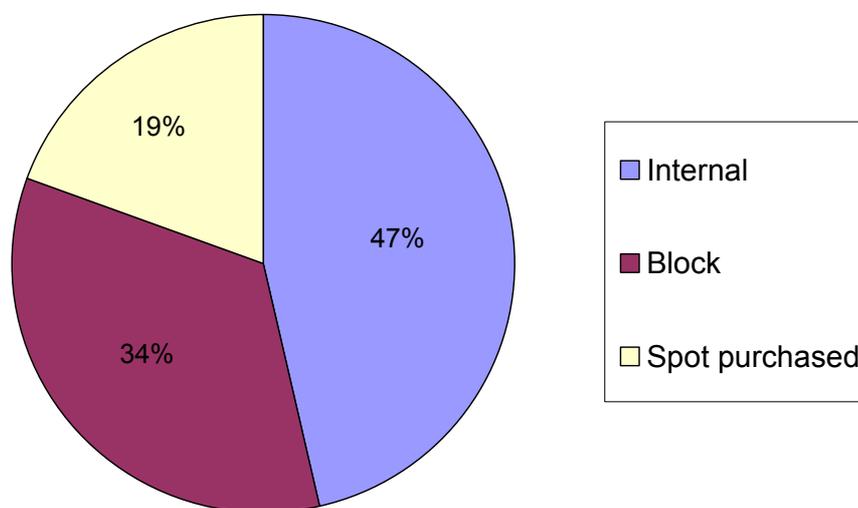
This review is one of a number of strategic reviews undertaken by Adult Services in order to ensure that services are as efficient, effective and outcome focused as possible. It sits alongside, and has inter-dependencies with reviews of Mental Health Day Services and Learning Disability Residential services which have come to Cabinet in previous months. The provision of transport to these services is another area which has direct implications for these services.

## **2.2 Services in review**

The council currently spends £5.247m per year on supporting 626 people to attend a range of day services (these figures, and this review, exclude Mental Health Day Services). These services support people who are older and frail, have a learning disability or who have a physical or sensory disability.

The services are provided through a mix of internal and external services. The pie chart below shows the proportion of service users between these. .

**Number of users in internal and external services**



**Figure 1 – Pie Chart showing proportion of service users using internal, block purchased and spot purchased services**

### **2.2.1 Internal day services**

Harrow Council directly provides seven day services. Appendix 1 includes a breakdown of these services including the activities that take place.

The day services provided by the council are generally very highly thought of by the people who use them and their carers. Through quality assurance processes and through individual reviews services consistently have a high level of satisfaction.

Five of the council's seven day services are **Neighbourhood Resource Centres (NRCs)**. Three of these services **Vaughan, Kenmore and Byron** NRCs; they were built using a PFI arrangement and are currently delivered specifically to people with learning disabilities.

Each of these centres was designed to fit in with its local surroundings and provide a contemporary and spacious environment. The aim was for adults with learning disabilities and their carers to learn new skills prevent social isolation and access resources within the borough. They replaced older buildings in South Harrow (Brember) and on the Vaughan site.

The need for modern community based centres to support people with complex and challenging needs had been identified consistently over a number of years. In order to respond to this need and offer the best possible quality of service to vulnerable adults, the Council considered all options available. Five years ago, the opportunity for PFI partnerships was accepted as an innovative approach to building and providing high quality facilities in the public sector. The Council carried out a detailed business case analysis,

looking at all available options and choose the PFI option in a very different financial environment to today.

The NRCs were specially designed to support people with severe learning disabilities and high support needs. For example, they each have ceiling track hoists installed in order to support people with severe physical disabilities to access activities. The focus on people with high support needs was an important element behind the planning for the centres for strategic as well as financial reasons which are set out later in this paper. Since the start of the Personalisation agenda in 2007 there has been a clear anticipation that people with lower level needs would be supported in the community through their networks of support and personal budgets, rather than in building based day services.

The three PFI NRCs were built in 2009, in partnership with BHH LIFT enabling the council to provide the highest quality environment in which to meet service users' needs. The PFI contract has been established for a 25 year period, and will not end until 2034. This is the expected length of time for this type of contract, due to the nature of investment and expected return on investment for the private company involved in the project.

There are a number of restrictions on the established use of these PFI buildings. However there is scope for changes which would need to be agreed with our development partners. The government are currently focused on PFI arrangements, and are bringing challenge to existing arrangements to help the public to be able to achieve more value from them. Any changes may have a cost implication, which would need to be evaluated alongside the benefit of the service change.

There are two further centres for people with learning disabilities - **Bedford House** and **Gordon Avenue**. Each of these centres has a capacity for nine people. On average seven service users attend each day - the majority of users attending five days per week. It was always intended that these services would be incorporated into the three larger centres once they were in place. However this has not taken place to date as services were previously full to capacity. This is now a consideration for this review.

Bedford House is also a residential establishment. The dual use of this facility as a day centre is reported to create disruption for the residential residents and can be confusing for both day centre and residential clients. The residential service is subject to a separate review. Gordon Avenue is also linked to a residential service. However this service has a separate entrance and therefore disruption is not considered an issue.

**Bentley NRC** caters for people with physical and complex disabilities, with a capacity for 64 places per day, and **Milmans NRC** caters for older people, with a capacity 50 places per day. Bentley has 74 registered users and Milmans has 106. They are not tied into contracts in the same way as the NRCs.

The **current net cost** of the seven in-house services is £3,393,441 inclusive of support costs.

## **Continuous Improvement Exercise**

Day services are not regulated by the Care Quality Commission (CQC), however the council conducted a Continuous Improvement Exercise in 2012. This is part of the council's robust quality assurance programme which is designed to ensure that services are safe, high quality and focused on supporting people to achieve outcomes.

This programme focused on client information systems, day centre usage, day centre staffing and the relationship with care management. The exercise found a mixed picture. It identified that the council services generally offer a high standard of support to those that use them but that there are a number of areas for improvement. These include the need for an increased understanding of personal budgets and choice, including our online social care portal; exploring opportunities for income generation; reducing the restraints posed by transport; and updating support plans and risk assessments.

As part of our quality assurance programme we have employed a number of service users and carers acting as Local Account Representatives (LARs) to help us to identify what 'Excellent' quality looked like from their perspective. The LARs developed their own day service questionnaire and collected the feedback themselves in the day centres and collated the results.

During the exercise an analysis was undertaken to identify the extent to which the capacity of the services is used. The following table shows the number of units and the average capacity of each:

<b>Day Centre</b>	<b>Client capacity per day</b>	<b>Av. no of clients per day</b>	<b>% of capacity used</b>	<b>Total no of service users</b>
<b>Vaughan PFI</b>	30	27	90%	35
<b>Kenmore PFI</b>	30	28	93%	31
<b>Byron PFI</b>	40	24	60%	25
<b>Bedford</b>	9	7	78%	10
<b>Gordon Av</b>	9	7	78%	9
<b>Bentley</b>	64	27	42%	74
<b>Milmans</b>	50	22	44%	106

Capacity is based on standard Monday to Friday opening times, and does not consider potential for weekend or evening use. The level of capacity used demonstrates that services are not currently supporting the number of people expected. The reasons for this are discussed in the next section. This leads to services which are inefficient as service costs and staffing levels need to remain largely the same in order to ensure safety, but we are supporting fewer people.

### **2.2.2 Analysis of people using internal services**

Everyone who uses these in-house day service has been assessed as having substantial or critical needs in accordance with eligibility under the prioritising needs guidance.

In April 2012 the Fairer Contributions Policy introduced charging for day care. This has led to a reduction in service user attendance. As previously referenced the impact of this policy is particularly evident at Milmans and Bentley as they have seen overall reductions in client numbers of 29 and 10 respectively. There has been less impact upon the learning disability services as people with a learning disability are less likely to be affected by means tested charges. In addition to reduced numbers, day services have found that some service users continue to attend but for fewer days each week.

**As part of the development of the service model we will need to identify options to tackle the fact that some internal day services are substantially below capacity and therefore currently inefficient.**

There is a clear need to ensure that the services we provide are efficient and meeting needs effectively. Byron, Bentley and Milmans are all operating at less than 60% occupancy, whilst the services provided at Gordon Avenue and Bedford House are very small. When taken alongside information for the number of people accessing services in Section 2.3.1 of this report, the information on services and service usage shows a need to rationalise and reduce the number of buildings we use as internal day services.

**As part of the consultation process we expect to develop recommendations to reduce the number of buildings in use as part of the development of the longer-term vision of a new model.**

At present there is evidence that young people with disabilities are either not able to, or do not want to, access in-house day services. Of 30 people aged 18-25 accessing day services (external and internal), only five (16.5%) are attending the NRCs. The remaining 25 are accessing externally provided provision at a cost of £382,044 per year.

We have effective protocols in place between adult and children's services to identify young people who we expect to transition from children's to adult social care. Once we have identified them we work with them and their carer's to identify their needs and the services that will best meet them. Through this process we have been able to identify that a number of young people would be happy to use internal services assuming age appropriate activities can be provided.

Ensuring that in-house services are meeting the needs of young people with high needs will be an important outcome from this review.

**As part of the development of the service model we will need to ensure that services are attractive to, and able to meet the needs of young people with disabilities.**

### **2.2.3 External day services**

In addition to the in-house day services the council currently uses a wide range of externally provided services. At present some 400 people attend these services. We use these services due to particular specialist needs (such as severe challenging behaviour) that NRCs are not currently able to meet, and to provide service user choice. Use of a range of services will continue to be important as service users take more choices about the services they wish to receive.

#### **Block contracts**

A block contract is in place for services provided at the Sancroft Hall Project. This is also a PFI project established in 1999 and is under contract for a period of 25 years. As referred to above this is the standard length of contracts related to a PFI arrangement, as it allows the private sector partners to re-coup their costs. Residential care and respite care are also provided through this contract. This PFI project is a partnership with Catalyst, who owns the building, and Fremantle Trust, who provide care.

Three day care services are provided at Sancroft Hall. These include: Byron (for older people with dementia – not the same as the Harrow provided one for people with learning disabilities), Anjali and Maya (for older Asian people, and Asian people with dementia). Each of these services are run on different days of the week. These services help to ensure that we are able to meet culturally specific needs of older people from the Asian community within the day services available in the borough.

The contract covers block provision of 250 day care places in total, per week at an annual cost of £489,580. Any changes to this service in terms of provision, costs or other arrangements require negotiation with the partners.

Sancroft's Byron supports 70 older people including many with dementia; Anjali supports 105 older people from the Asian community; whilst Maya supports a further 39 older Asian people. The daily rate for these services is £37.66.

#### **Personal Budgets**

The remainder of the services are commissioned by individuals via personal budgets. The total spend on externally-provided day care is £1,853,831 per year (out of £5.247m overall). The daily cost of day services varies from the lowest at £17 per day to the highest at £240 per day.

The three highest cost services are focussed on supporting people with learning disability with additional needs (profound disabilities or autism and challenging behaviour). Choice for these client groups is limited as there are a small number of services able to meet their needs.

A detailed breakdown of external day services can be found in Appendix 2.

These services undergo robust quality assurance processes. These include service user surveys, face to face meetings with families and carers and audits to ensure continuous improvement. In the future people who use

services will also be able to comment or rate services via the council's on-line social care market portal.

### **Community Engagement - Musical Theatre Experience**

Increasingly there is a role for the community to support people with care and support needs within the community. This is an area that the voluntary sector contributes to in particular.

One example of this was in August 2012 when a new pilot community project for vulnerable people took place in Edgware. Twenty service users with learning disabilities signed up alongside a group of young people, for the musical theatre experience. It included experience of behind the scenes theatre work such as lighting and costume design as well as performing skills. Those who took part said they "liked the dancing; going onto stage; playing instruments; and proud to have taken part." One participant said it was the best thing they had done in their whole life.

The idea behind the project came from feedback from users of the Council's on-line social care market portal and users of the borough's resource day centres.

**As part of the consultation process we expect to develop recommendations for increasing the role of the community in supporting vulnerable adults**

## **2.3 Why a change is needed**

### **The Case for Change**

This section briefly outlines the case for changing the way that we provide day opportunities. These are then outlined further in the rest of this section of the report.

- In Section 2.3.1 we outline the need for financial savings and improved efficiency. This section sets out benchmarking data that indicates the council spends relatively more on day services than on other adult social care services. It suggests that a high number of people use these services and that some of these are expensive to deliver. In the current financial climate this underlines the need to make sure we meet needs as efficiently as possible.
- Section 2.3.2 deals with demographic change. It shows an increasing number of people likely to need services in the future, with increasingly complex needs. Despite reducing resources the council will need to continue to meet statutory requirements for support and will need to find new ways of doing so. Increasing numbers of older people with dementia and people with complex disabilities will bring particular challenges.
- Section 2.3.3 sets out the statutory and policy framework including the importance of ensuring that people are supported to be as independent as possible. This means reducing the need for costly residential and hospital care, and providing preventative day opportunities for those with lower level needs, including opportunities for meaningful employment for adults. The framework stresses the importance of choice and control, in the context of the Government's personalisation agenda.

### **2.3.1 Financial & Efficiency Need**

Spending on public services across the whole of the public sector, and local government in particular, is in a period of decline. The London Borough of Harrow is required to save substantial amounts in order to balance its budget up until at least 2017, the earliest at which the current period of austerity is anticipated to end.

The total budgeted cost of the current day service activities is £5.247m per year. This represents approximately 7% of adult social care spending in Harrow, and is a service area that needs to demonstrate excellent value for money and outcomes.

### **Benchmarking**

In all areas other than day services Adult Social Care in Harrow is considered high performing and low spending when compared to other local authorities. As Harrow is a low funded council, in general we aim for our services to be in the lower quartile on spend.

Benchmarking from NASCIS, the national social care data service, using 2011/12 information shows that Harrow has a significantly higher than average number of people using day services and that the overall cost of these services is above average. The benchmarking used in this report compares Harrow against all London Boroughs. It is important to note that this is one of a number of comparator groups, and others may show different comparisons.

As we have stated earlier in this report since April 2012 there have been changes to the usage of services in the borough following the implementation of fairer charging – however this benchmarking information still gives us important information about the pattern and cost of services.

The table below shows the cost per head of the population of day services in the borough. This is an indication of the total amount spent on day services and a comparison of how much this is compared to other London Boroughs.

Figure 2 (below) shows that Harrow’s overall spend on day services for adults is above the average level for a London borough. Given the council’s relatively low spend on adult social care this shows that a disproportionate amount is used for day services. One reason for this is likely to be that we continue to provide a number of day services in house, with related support costs. The chart shows that spending on both learning disabilities and physical disabilities is in the top quartile, whilst spending on older people is in the lowest.

**Total cost of day service per head of population**

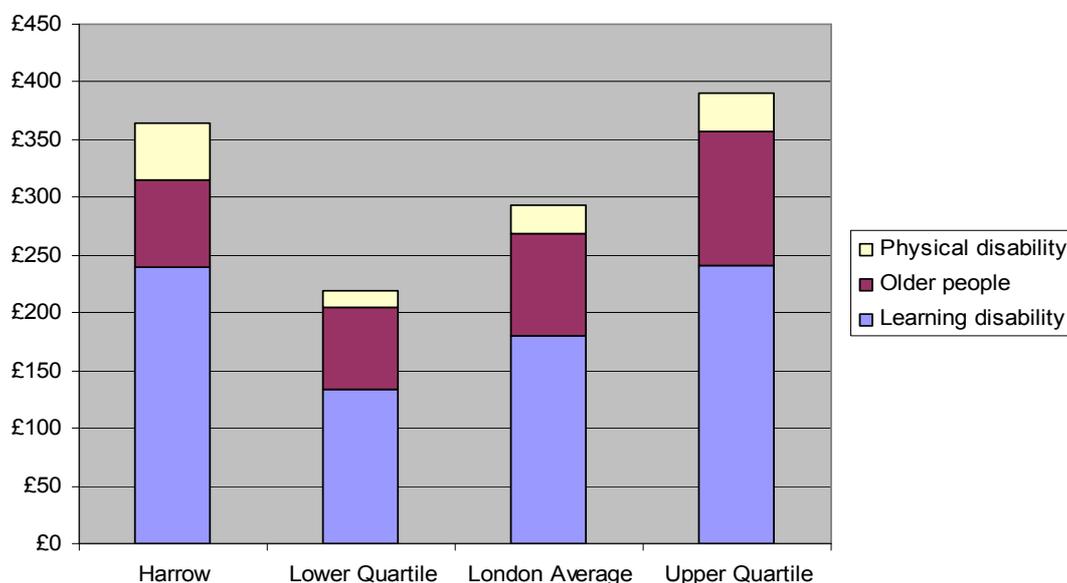


Figure 2 – bar chart showing total costs of day services per head of population

Further analysis demonstrates that this is caused by a high number of people using services. Figure 3 below shows that Harrow is in the top quartile in terms of numbers of people accessing services.

### Number of service users per 100,000 population

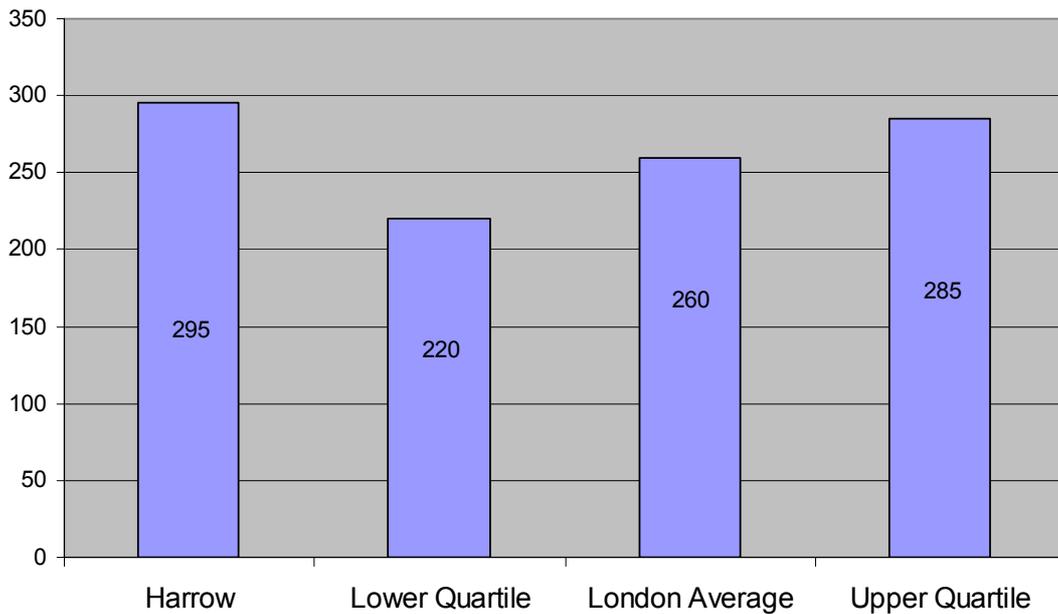


Figure 3 – bar chart the numbers of adults with social care needs accessing day services per head of the population

Figure 4 (below) shows the costs per service user for older people and then for people of working age. Consistent with the other charts this shows that services to older people appear to be very cost effective, whilst those for young adults are more expensive in comparison to other London boroughs.

### Cost per service user for day services for people over 65

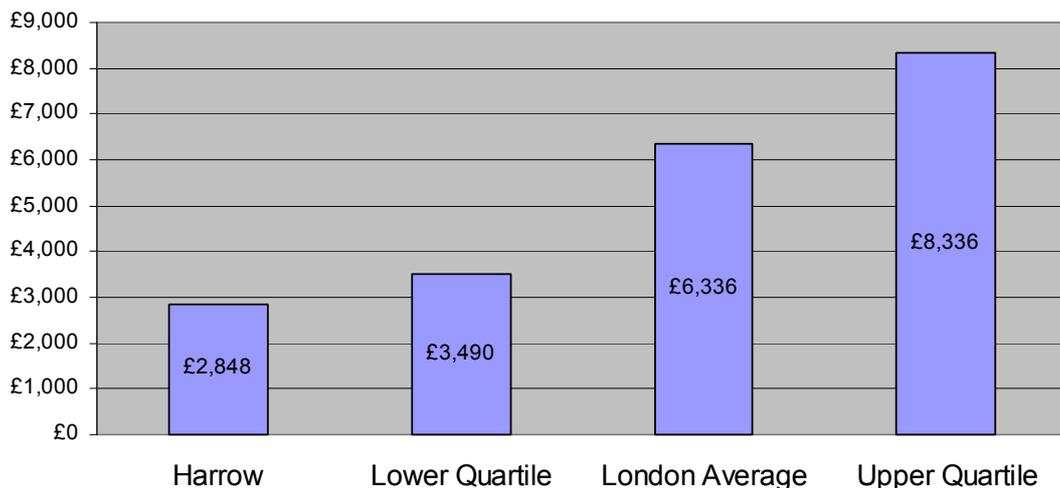


Figure 4 – bar chart showing annual cost per service user for day services for people over 65

The cost per service user for Harrow is comfortably within the lowest quartile. This is a reflection of the fact that the majority of older people access Milman's Day service for only one day per week, thereby enabling the service to support a larger number of people.

## Cost per service user for day services to adults under 65 years old

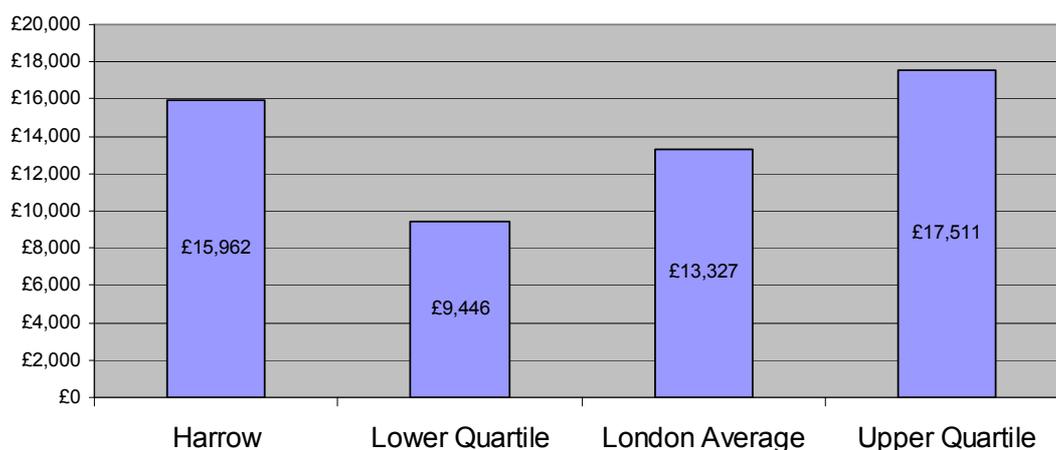


Figure 5 – bar chart showing annual annual cost per service user for day services for people under 65 years old

Figure 5 shows that the cost per service users with learning and physical disabilities of using day services is in the top half, but not the top quartile. The relatively higher cost per person reflects both the complexity of support needed by many people with learning disabilities and the fact that many service users attend the internal services for five days each week.

The analysis above shows that Harrow is paying relatively more for people to attend day services than would be expected. The charts show that the high number of people attending services is likely to be the main cause of this, but that higher than average costs of supporting in people aged below 65 is also a factor.

### **Benchmarking and Personalisation**

The information set out above must be taken in the context of personalisation. As Harrow are moving towards every eligible user having a personal budget by the end of 2012/13 the cost of services needs to be seen in terms of affordability for service users rather than for the council as a whole. In the future individuals will be given a financial allocation from which they need to purchase services to meet their assessed needs.

In this context it becomes clear that the council needs to ensure the provision of affordable and high quality services, whether directly provided or in the market place. This has very important potential implications for the provision of internal services as they will no longer have a guarantee that people will choose to use them.

Figure 6 below shows the average cost per week of council provided, spot purchased and block contracted day services used by service users in the borough.

## Average Cost per Unit by Service Type

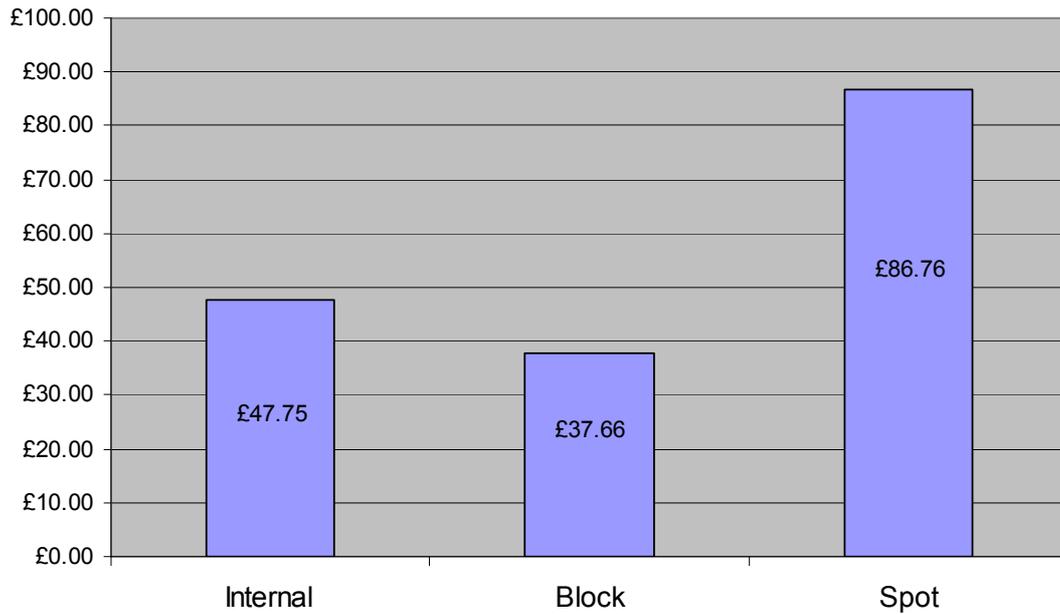


Figure 6 – bar chart showing weekly cost per service user in different contract models

The table shows that whilst block contracted services are least expensive, the internal services are relatively cost effective compared to spot purchased services.

These averages can be mis-leading however. Firstly as services meet a variety of needs they do not have standard costs. This explains why the cost of providing support to people with learning disabilities varies from £17 to £240 per day. When day services that provide specialist support to adults with learning disabilities and challenging behaviour are excluded the average cost of spot purchased services reduces to £61.33.

The conclusion from this analysis is that in the future only services that are cost effective and able to meet people's needs within their personal budget entitlement will be sustainable. Internal services may well be more sustainable if they specialise and support people with higher support needs requiring complex support packages, where these needs cannot be effectively met within the wider community.

**It will be important to ensure that internal services are sustainable in the future, by offering services that are competitively priced within the market. This will mean therefore that they will need to focus on supporting people with more complex needs.**

All of the analysis set out demonstrates the need for a clear and strategic approach to the market of day opportunities in the borough. The council has a number of internal day services but currently uses a wide range of additional services from external suppliers.

An important aspect of the efficiency of day services is in terms of the outcomes that service users are able to achieve. Highly effective day services

which support people to access employment, or support people to remain independent can contribute significantly to savings targets by preventing a need for on-going services, or higher cost packages of services for individuals.

### **2.3.2 Demographic Change**

There are a number of demographic and social factors affecting the population of Harrow which will require more effective use of resources to meet growing and changing needs and aspirations.

We have used a range of data sources including local and the national PANSI (Projecting Adult Needs and Service Information) dataset to understand demographic and demand changes. This section provides a short summary of the key factors relevant to this review.

All of the demographic information points to changing needs and increasing levels of demand for services. These call for different ways of delivering services which are more flexible to people's needs and able to change over time with the community.

Key Statistics from the 2011 Census are being released throughout 2012 and 2013. This data will be used to inform final recommendations made following consultation on this review. The latest available data, released on December 11<sup>th</sup> has identified that Harrow has become increasingly ethnically diverse over the past ten years, and suggests users of social care services will need to be increasingly culturally sensitive and flexible to community needs in the future.

#### **2.3.2.1 Older People**

Older people make up the largest group of people using health and social care services. We have seen a significant growth in the number of older people in the borough in the past 10 years. Projecting forward we expect to see this continue with a further 9% increase in the population over 65 by 2016. The same time period will see an 18% increase in the number of people over 90.

In addition to these increases in population we expect to see continued trends in a number of areas which affect social care demand. This includes increased numbers of older people; living alone, living with a long term limiting illness, with dementia, providing unpaid care despite having poor health themselves.

Last year more than 4000 older people received a service from adult services in the borough. Of these 85% were supported to live independently through a range of community services including 11% receiving a day care service.

The number of people with dementia is a particular issue for older people's services. This is particularly true in relation to people aged over 90 (the group growing most quickly) in which approximately 1 in 3 have dementia.

Key Issues for Services for Older People:

- People are living longer, but with more complex conditions such as dementia and chronic illnesses. Older people often have multiple health problems and are more likely to be admitted to hospital
- Dementia in particular is going to be an increasing challenge over time. As the population ages this will have significant impacts on social care demand.
- Services need to focus on promoting and maintaining older people's independence and so reduce the need for residential and acute hospital care
- Older people's expectations have increased and older years are anticipated as a period of fulfilment and independence
- The vast majority of older people want to live in their own homes for as long as possible. This means giving older people as much choice and control as possible so that they can live the life they want with services tailored to their needs

### **2.3.2.2 Learning Disabilities (adults aged 18-64)**

We expect to see further increases in the number of adults in Harrow with a learning disability in the coming years. The number is expected to increase by 2% to 3,772 by 2015, an increase of approximately 30 people in each year.

Last year there were 430 adults with a learning disability who received a service from adult services. Of these, 71% received services in the community, including 35% who received a day care service.

Those expected to have a severe learning disability and therefore most likely to require day opportunities is set to increase by 10 people in the next three years.

Autism among adults is an area of particular concern. The number of people with an autistic spectrum disorder in Harrow is expected to increase by 96 between 2011 and 2020. In addition improved diagnosis, identification and understanding will mean that more people with conditions become known to adult services.

Transition from child to adulthood is another major area of concern. We already know of 45 young people who will be entering adult services in the next two years who may require access to day opportunities, education, training or employment. Many of these are children with very complex needs who will need specialist care and support.

This trend will continue in the future as advances in medical treatment mean more young people with very complex, multiple needs are surviving into adulthood. More young people are being assessed with more complex and dual disabilities such as learning disability and mental health, autism, challenging behaviour or severe physical disabilities.

Key Issues for Services for People with Learning Disabilities:

- Services need to be able to support people with more challenging and higher needs. These will increasingly be the people who access building based services

- Supporting people to achieve and maintain independence will be of central importance to learning disabilities in the future. In particular supporting people to access meaningful employment is the key to supporting people to have a higher standard of living and greater choice and control

### **2.3.2.3 Physical and/or Sensory Disabilities (adults aged 18-65)**

The number of adults of working age with a moderate or severe physical disability is projected to grow by 5% by 2016 to 15,362. The numbers of people who have a sensory disability are expected to increase in the next 4 years by 3.9% for people who have a serious visual impairment and 6.2% people who have a profound hearing impairment.

Last year there were 717 adults with a physical disability or sensory impairment who received a service from adult services. Two thirds of these people reported a physical disability, whilst others had a hearing or visual impairment. The majority (95%) accessed community based services, which included 8% using a day care service.

Key Issues for Services for People with Physical or Sensory Disabilities:

- Through day opportunities to support more disabled people into paid employment by working with the Jobcentre plus service
- Improve our understanding of the needs of disabled people in Harrow particularly the needs of people with neurological conditions that require specialist care and support

### **2.3.2.4 Conclusion**

All of the evidence outlined above points to a need to support a larger number of people at the same time as we are faced with diminishing resources. New models and methods of support will be needed to support a broader range of people with increasingly complex needs.

There will be a particular challenge to be able to support preventative services for a number of people with lower level needs alongside targeted specialised provision for those with profound and complex learning disabilities, those young people transitioning into adulthood with challenging behaviour and people with dementia.

### **2.3.3 Statutory Framework and Guidance**

Under s.29 of the National Assistance Act 1948 disabled people are entitled to non residential, community services. Local authorities are directed to provide, whether at centres or elsewhere, facilities for occupational, social, cultural and recreational activities. This can include day centres, workshops, recreational and educational activities, as well as art, sport and drama. Under s.2 of the Chronically Sick and Disabled Persons Act 1970 the local authority has a duty to provide services to those who are assessed as eligible. These include recreational services and educational facilities. These statutes determine that the council needs to continue to support adults to have access to a range of activities to support their social inclusion and their development, however the way services are provided and needs are met is not specified..

The personalisation agenda as outlined in **Putting People First** in 2007 continues to provide the driving strategic force for adult social care in England. One of the key expectations of this agenda is that people will be supported to live as independently as possible, providing them maximum choice and control. Services should be as “personalised” as possible with the assumption that people should be provided with choice and control over how their needs are met.

In **January 2011** the **Think Local, Act Personal (TLAP)** Partnership built upon Putting People First with an updated framework for delivering more personalised social care. This framework expressed the need for a cross sector partnership focused on driving forward work on personalised, community based social care.

The recent **Care and Support Bill** indicates that local councils will be given a legal responsibility to promote a range of high quality services that meet the needs of the community with a focus on prevention and the needs and goals of people requiring care. The Department of Health launched a new programme to help provide more choice and higher quality of care and support services across the country.

The Developing Care Markets for Quality and Choice (DCMQC) programme will help local authorities build their capacity to shape a diverse, vibrant and high quality market for social care services. The programme will improve choice, provide tailored care and focus care on the outcomes that matter to people.

This reinforces the Government’s commitment in the **Caring for our Future White Paper**. In the draft Care and Support Bill local councils will be given a legal responsibility to promote a range of high quality services that meet the needs of the community.

In relation to Learning Disabilities the key strategic framework for local authorities is **Valuing People Now** which was published in 2009. It recommends that people with a learning disability should be included in local community provision and therefore avoid the creation of segregated provision and set out a challenging task for councils to modernise their day services.

In 2010, best practice guidance was published by the Department of Health on setting eligibility criteria for adult social care (“the Prioritising Need Guidance”). This guidance is published in the context of promoting personalisation and choice and makes clear that this will only be appropriate when support is put into universal services and early intervention and prevention. It also highlights the importance of utilising all relevant community resources, including the voluntary sector.

This framework sets out clearly the importance of ensuring that people are supported to be as independent as possible and to ensure that services are tailored to individual needs and abilities. It will be important to ensure that changes implemented following consultation are in line with this framework. There is no national strategy that covers all people with a physical or sensory

disability. Improving the Life Chances of Disabled People (January 2005) and the Independent Living Strategy (February 2008) both have the aim of promoting opportunities for choice and independence for all disabled people. This is to be achieved through the use of individual budgets, improving information and advice available and in improving the transition process for young disabled people.

The National **Service Framework for Older People** was published in March 2001 setting out national standards for the health and social care of older people in England. Since 2001 there has been a move away from age-specific guidance in favour of wider frameworks focussed on independence, control, early intervention and the role of local communities in supporting older people. Therefore this has been overtaken by the Personalisation agenda

**All of this guidance** points to the need for high quality and personalised services. Day services in the future will need to be very different from services provided in the past. There is an expectation that they will be user led, through personal budgets rather than block contracts and that they will be flexible and able to meet individual's aspirations.

The emphasis on control and choice, personalisation and individual budgets as well as more use of community and voluntary sector resources indicates an increasing need to move away from local authorities providing direct in-house services to providing personal budgets.

**As part of the consultation process we expect to develop recommendations for developing the market of day opportunities to ensure people have a choice of services**

In addition this guidance points increasingly to the suggestion that services should be integrated between health and social care in order to ensure that citizens are able to access seamless services to meet the full spectrum of their needs.

**As part of the consultation process we expect to develop recommendations for closer integration between health and social care services in the provision of day opportunities**

## **2.4 Developing a Service Model**

This report outlines the need for a new and coherent model of services, transforming 'day services' to 'day opportunities'.

In order to develop this model in detail we wish to engage with partner organisations, service users, carer's and other local people. We would expect our future model to be dedicated to ensuring that adults have the individualised support they need to be as independent as possible and to have happy and fulfilling lives.

The model that we arrive at needs to build upon the key findings set out in this report, as well as from the experience of other areas undertaking similar reviews and the findings of our consultation. In this way we hope to arrive at

the most effective model of services which uses the resources available to us to achieve the best possible outcomes.

In summary the key findings and priorities that we need to meet in the new service model are:

- That services and the model are personalised, allowing individual choice and control for service users
- That local services are able to meet the needs of those with the most complex needs, those with dementia, and young people as they transition into adult services
- That services are “future-proofed” in order to be able to cope with increasing numbers of people needing services as a result of demographic change
- That services are more integrated with the health service and include opportunities to develop for a joint approach to prevention
- That efficiencies are achieved and the over-capacity of provision that we appear to have is tackled
- That there is a solution to the problem of providing support to a relatively large number of people in relatively high cost services

Over the past five years there have been a number of strategic reviews of day opportunities in different parts of the country that have come to differing conclusions about the best way to deliver day opportunities. Appendix 3 provides information on reviews and changes to Day Care models in other Local Authorities.

### **Proposed model**

Taking account all of the information in this report we have identified the following aspects of a proposed model of services, that we are seeking Cabinet’s approval to enter a period of consultation upon.

The aspects of the model are:

1. That we explore through consultation whether there are opportunities to integrate with the health service to develop an offer which improves local preventative activities
2. That the services directly provided by the council focus on supporting those with the highest needs, and develop specialisms, such as supporting those with complex learning disabilities and supporting people with advanced dementia
3. That we rationalise the number of building based council run day services in order to deliver efficiencies and reduce the current over-capacity of services
4. That we explore options to continue to support people with lower level needs, potentially through models such as open access services, or through working with the voluntary sector in new ways

5. Encourage community engagement in the delivery of services to vulnerable adults. In particular increasing opportunities for volunteering, peer support and supported employment.

Cabinet are asked to agree to a period of consultation with partners, staff, local service users and carer's upon these broad proposals in order to define the most effective way to deliver day opportunities in the future. The consultation will explore each of the aspects of the model and how to make them work most effectively. It will also consider any additional options and suggestions raised during the period.

Following the consultation a final report would be developed with a set of recommendations to be considered for approval by Cabinet in July 2013 for implementation from October 2013.

## **2.5 Options considered**

**Proposed option:** This report requests Cabinet approval to commence consultation on a new model of day activities. This is on the basis that identifying key priorities prior to engaging the community in further developing the service model ensures that we are able to have meaningful consultation which is based on intelligence about what works and what is needed.

**Do nothing option:** Continuing to provide and commission services as we currently do is not considered a realistic option. This would both fail to achieve the required level of efficiencies and would fail to deliver on potential for improved outcomes and a better strategic fit

We expect to return to cabinet in July at which point options and recommendations from the consultation will be proposed.

## **2.6 Equality Impact Assessment (EqIA)**

The Council is yet to carry out formal consultation regarding these proposals - approval to do so is one recommendation of this report.

Full consultation will take place subject to Cabinet agreement to carry out consultation with service users, families and staff. As part of the consultation we would carry out a further EqIA, building upon the initial EqIA reported below.

### **2.6.1 Equalities**

Section 149 of the Equalities Act 2010 created the public sector equality duty. When making decisions in relation to service provision and in particular changing policies and the way services are provided, the Council must take account of the equality duty and in particular any potential impact on protected groups.

An initial equalities impact assessment (EqIA) has been carried out. The key findings were as follows:

- The needs for a further EqIA to be undertaken in conjunction with the consultation exercise proposed by this report.
- The review of current service provision carried out to date has considered the demography, trends and current service provision against individual service user needs and gives an overall case for the proposed changes.
- There are expected to be service user and staff impacts but owing to the potentially sensitive nature of the proposals full and open consultation requires approval by Cabinet.

## **2.7 Consultation process**

Adult services undertake a large amount of service user consultation on an on-going basis and as part of their quality assurance systems – this is a fundamental aspect of the way that the department works. Within any year we have 45 ways to receive feedback from service users and/or carers.

This report requests permission from Cabinet to undertake a full formal consultation on significant changes to day services. As such we have not undertaken formal consultation to date.

A decision has been made through the Medium Term Financial Strategy in February 2012, to achieve savings from day services. Therefore subject to Cabinet approval of recommendations the consultation will focus on how to deliver services within the reduced financial budgets set out in the MTF5.

Subject to Cabinet agreement the consultation will include service users, potential service users, carers, staff and Unions. The timetable would be as follows:

- Consultation starts February 2013
- End of consultation 12 weeks later – May
- Return to cabinet in July 2013
- Implementation from October 2013 – dependent upon options selected

### **Service Users and their families**

Consultation if approved by Cabinet will start at the beginning of February and go through until April 26th. A consultation event will be arranged for each of the day services. In addition we will arrange focus groups for users of externally provided services including young people in transition from children to adult services.

Information in accessible formats such as easy read will be available from (date) to outline the reason for the review and the consultation process.

### **Staff**

Meetings will take place for staff delivering services. It is important to ensure that staff are aware of the review and its potential implications at the same time as service users so that they are able to provide service users with support if they want to ask questions following their meeting. Meetings will also take place with Unions.

Following the 12 week consultation period a report would be prepared summarising the consultation responses and this would be presented in together with detailed proposals to Cabinet in July for further consideration.

### **3. Implications of the Recommendation**

#### **3.1 Financial Implications**

##### **3.1.1 Capital**

Capital considerations will be an important factor in developing final recommendations for the future of day opportunities. This will include considerations about future costs and opportunities of each of the building used and any potential for alternatives.

It is likely that the new model for day opportunities will lead to changes in the way that services are provided and the way in which facilities are utilised. As stated earlier in this report there is a need to rationalise and consolidate the buildings that we use for day services. This would result in buildings being made available for disposal or alternative use. We will seek to consider capital opportunities widely including possible change of use, or multiple usages of facilities in order to ensure the most efficient use of resources. There may also be opportunities for improvement and investment alongside any disposals.

Three of the internal services under consideration in this review are owned by the council. These are Milmans, Bentley and Bedford House.

Bedford House day care is provided in a building that also provides residential services. There is an ongoing review of residential services, including Bedford House, which may also have capital implications for the building.

##### **3.1.2 Revenue**

See also section 2.3.1.

This report asks for permission to consult. The consultation will consider recommendations that will impact on revenue – including achieving savings of at least £300k in 2013/14 and a further £300k in 2014/15 to meet existing MTFS commitments.

The council receives income from client contributions under the Council's Fairer Contributions Policy. Day services have only become subject to charging as from 1<sup>st</sup> April 2012. We do not expect that there will be changes in the level of income we receive as a result of this paper.

There are specific savings targets that have been agreed for adult social care which are linked to transformation of day services. It will be important for the council to hold funds in contingency, in the event that Cabinet do not approve final recommendations to deliver them.

One potential revenue implication of the outcomes of this review would be that internal services may cease to be sustainable. As people increasingly make informed choices about the way that they wish to spend their personal budgets it is possible that a significant proportion choose to move away from NRCs in the future. This will be an issue that needs to be closely monitored when final recommendations are made.

A final consideration is that changes to the way that services are delivered may impact upon SSCs (management recharges) in the council. Potential impacts would be identified when final recommendations are taken to cabinet.

### **3.1.3 Staffing Implications**

We have conducted some initial analysis and found that the total number of staff working in all Harrow's day services total 62.1 whole time equivalents. Currently 18% of the staffing positions are covered by agency staff which could assist in reducing the impact of any redundancies that may be required in the implementation of a future model for day opportunities.

We would expect that moving to a new service model a full staffing restructure would be required. This would be to ensure that people are deployed in the appropriate services. Additional training may be required to implement new models effectively.

It will not be possible to accurately identify staffing implications until consultation has been completed and recommendations are available to be considered by Cabinet. Following this development of detailed service specifications will shape a clear understanding of staffing requirements.

The Council is aware of a possible risk of redundancies. Once reconfiguration plans have been confirmed, the full detail of these implications will be identified. Officers will work to prevent and reduce the need for redundancies where ever possible. .

## **3.2 Legal implications**

The statutory framework for the provision of these services is set out elsewhere in this report.

There is a proposal to undertaken consultation on the review of day services. When undertaking consultation, the Council must ensure that it is carried out at a formative stage, sufficient time and information is provided to enable the consultees to understand the impact of the proposal and respond and the result of consultation is fed back to the decision maker, in this case Cabinet. Consultation responses can also be used to help identify any equality implications of a proposed decision.

The Council is under a duty to provide certain services and has the power to provide other services. The Council can decide to change the way services are provided for policy and financial reasons; however it must ensure it continues to meet its statutory duties and takes account of guidance when making decisions on service provision. If changes are made to the services provided to individuals, the Council must take account of the impact of its

decision on those individuals and ensure that an individual's assessed needs can continue to be met, albeit possibly in a different way.

### **3.3. Performance Issues**

#### **National Measures**

Harrow has been a national leader in personalisation and has developed a pathway and a range of services to ensure that people have as much choice and control over their care and support as possible. The borough has a substantial track record of improvement and an approach that focuses on supporting people to be as independent as possible.

Government policy direction is for all social care needs to be assessed and provided through the personalisation process. Choice and flexibility are the cornerstones of personalisation. At least 70% of people requiring social care support should receive that support through a personal budget by April 2013. Harrow is working to achieve one hundred percent of eligible service users having a personal budget and ensure that individual choice is maximised through the council's electronic social care market portal. A range of services provided by the statutory, private and voluntary sectors are advertised through this portal.

We have analysed the satisfaction of service users attending day services as reported in the National User Survey in January 2012. The results show that 57% of day centre users reported being 'very' or 'extremely' satisfied with services. In addition 64% of day centre users reported having at least 'adequate' control over their daily lives and 80% said services helped them to remain in control.

An important aspect of day service provision is supporting people to maintain social contact. In relation to this 70% of day centre users said that they could spend enough time with people they wanted to and 62% of day centre users said they could do enough of the things they wanted to in their free time. This is higher than the overall average for all service users of 57% suggesting that these centres are contributing to positive outcomes.

In implementing these recommendations we will build upon current arrangements to develop a quality assurance model based on the borough's MJ magazine's highly commended 'QAQ' model and will utilise the insight of partners, users, carers and Council officers to track delivery.

Performance targets will be set for services against the outcomes we're trying to achieve and they will be monitored as individual services and as a group. Individual clients will have their outcomes reviewed to ensure services are meeting individual needs.

It is important to note that the consultation on, and implementation of, recommendations coming out of the paper could potentially have an impact on levels of service user satisfaction. If Cabinet approve the recommendations we will be consulting with the community, potentially raising concerns of service users, at the same time as the annual National Social Care User survey. This is because service users and their carers may feel a

considerable level of concern that they could lose services that they value highly.

### **3.4. Environmental Impact**

The environmental impacts arising from the recommended option are as follows: -

- Rationalising the number of buildings in use reduces energy utilised in the delivery of these services.
- Further environmental impacts will be assessed in the report that will follow consultation on the wider day opportunities model.

### **3.5. Risk Management Implications**

Risk included on Directorate risk register? No

Separate risk register in place? Yes

The risks that are outlined in this section relate to the proposed period of consultation rather than of implementing proposals. These will be updated with operational risks if recommendations are approved and a new report is considered in July.

The key risks for the project are listed below with a rating of their impact and likelihood. Mitigating actions are in place for all and the risks are manageable: -

- That the consultation is not adequate – in that it fails to fully explain the consequences or fails to include all necessary parties
- That the consultation is not representative and reflects the views of only a section of affected people
- That the consultation leads to a reduction in satisfaction levels in the National User Survey in early 2013, affecting overall performance
- Changes to day services are sensitive in nature as they support a number of people and are highly valued. There is a risk that consultation will lead to considerable negative publicity and campaigning

### **3.6. Equalities implications**

The equality implications are set out in the main body of the report.

### **3.7 Corporate Priorities**

This review relates to the following Corporate Priorities set out in the 2012/13 Corporate Plan:

- United and involved communities: a Council that listens and leads
- Supporting and protecting people who are most in need

The Community, Health and Wellbeing Directorate's vision is:

*"Enhancing our resident's quality of life, and offering excellent service"*

## **Section 4 - Statutory Officer Clearance**

Name: Roger Hampson	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 07/12/12		

Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 19/12/12		

## **Section 4 – Performance Officer Clearance**

Name: Alex Dewsnap	<input checked="" type="checkbox"/>	Divisional Director Strategic Commissioning
Date: 07/12/12		

## **Section 5 – Environmental Impact Officer Clearance**

Name: John Edwards	<input checked="" type="checkbox"/>	Divisional Director (Environmental Services)
Date: 07/12/12		

## **Section 6 - Contact Details and Background Papers**

**Contact:** Thom Wilson, Head of Commissioning & Partnerships, 020 8736 6022.

## **Background Papers:**

1. Putting people first: a shared vision and commitment to the transformation of adult social care -

[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_081118](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_081118)

2. Valuing people now: a new three-year strategy for people with learning disabilities –

[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_093377](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_093377)

3. Think Local Act Personal – A-wide commitment to moving forward with personalisation and community-based support January 2011

[http://www.thinklocalactpersonal.org.uk/library/Resources/Personalisation/TLAP/THINK\\_LOCAL\\_ACT\\_PERSONAL\\_5\\_4\\_11.pdf](http://www.thinklocalactpersonal.org.uk/library/Resources/Personalisation/TLAP/THINK_LOCAL_ACT_PERSONAL_5_4_11.pdf)

**Call-In Waived by the  
Chairman of Overview  
and Scrutiny  
Committee**

**NOT APPLICABLE**

*[Call-in applies]*