

Cabinet – 24 June 2015

The review of social care employment support and day services

Portfolio:	Councillor E Hughes, Care and Safeguarding
Related portfolios:	Public Health and Wellbeing
Service:	Social Care and Inclusion
Wards:	All
Key decision:	No
Forward plan:	No

1. Summary

- 1.1. The social care employment support and day services operated by the Council need to be reviewed in the light of best practice in promoting independence, the fitness for purpose under the Care Act 2014, and cost effectiveness of the service. Users and carers will be consulted formally on all options on meeting the needs of people requiring such support.
- 1.2. There is no intention to withdraw services that meet the eligible needs of disabled people. The service reviews will apply best practice, new legislation, and explore all options through detailed consultation with users and carers prior to bringing recommendations for any changes back to Cabinet in the early autumn. Individual users will be assessed under the Care Act as part of these reviews.

2. Recommendations

- 2.1 That the Executive Director of Social Care and Inclusion review and consult with users, carers and other relevant stakeholders on the options for improving outcomes of those receiving employment support and day services operated by the Council and we will then report to Cabinet on the options considered and feedback from consultation and recommend any improvements where necessary

3. Report detail

- 3.1 Cabinet had required a review of “in-house” social care services when it approved the retention and development of the Fallings Heath respite service in December 2014. Officers now seek approval to complete the review through

formally consulting with users, carers, and other stakeholders on all the available options for meeting the needs of the people receiving support from either or both employment support and day services operated by the Council. This report sets out the reasons for such reviews, and summarises the options to be considered and consulted upon.

3.2 The services to be the subject of this review are:

- Goscote Centre
- Day Services at Moxley, Manor Farm, Brownhills, Blakenhall, Pleck, Willenhall
- Links to Work based at Electrium Point

The number of people using these services is:

- Goscote 60 users
- Day centres 127 users
- Links to work 67 users

The budget, average attendance and unit costs are shown in the following table:

Unit	Budget (£s)	Average Annual Places	Unit Cost £s	Attendance
Goscote	1,083,550	13800	120	77%
Day Centres	1,393,614	25920	71	66%
LTW	736,087	10800	70	97%

3.3. The average attendance over the last two years by users at the Goscote service was 77% and at the other daycentres was 66%. This level of take-up warrants a detailed review and consultation on options to either reduce the service in line with choice and take-up, or seek alternatives that are personalised and meet the needs of those eligible for this type of service in cost effective ways.

3.4 The take-up at Links to Work is much higher (97%) than day centres and therefore needs to be reviewed in a different way to reflect that, and will be based upon improving outcomes for those eligible for a social care services that promote independence, best practice under the Care Act including seeking suitable alternatives for those not eligible.

3.5 The reviews of all these services will require each individual and their carer to be assessed for their needs under the Care Act, which may lead to some not being eligible and for those that are eligible to some changes in their total personal budget and the support to match their circumstances. There are some anomalies in the current pattern of service which built up over time and need resolution through reassessments, such as the use of day services by those placed in residential care or similar support for whom the cost of their

day opportunities has already been included in the placement cost and is duplicated by the cost of day support.

- 3.6 These individual reassessments would have occurred under the Care Act in any event, but the proposal to review these services would lend them to being carried out over the next three months and linked to wider consultation of options for the long term services required to meet both these peoples' needs, and the needs of future users.
- 3.7 Targets to reduce the budget for 'in-house' social care services in 2015/16 and 2016/17 were included in the Council's budget consultations during 2014/15 in order to meet the Council's overall cost reduction objectives. The key aim in these reviews will be to explore how to meet eligible needs, improve outcomes at lower costs, and help those that can find work or other social activities during the day through support that does not necessarily require social care funding. The reviews set out in this report would aim to provide cost effective ways of meeting disabled peoples' needs that would later be viable in an open market context, and thereby secure their sustainable on-going support to people with long term conditions.

Options for Day Services

- 3.8 Options for day support services to be explored through consultation are as follows:

Option 1: revise service arrangements to meet current users' needs through "resource centres" based at Goscote, and at Fallings Heath. This would take account of reduced levels of volume (at least 25%), and enable staff to provide a rounded, person centred day support and respite care service which would also take in to account the needs of carers. The definition of a resource centre would be: a multipurpose site for people with learning and physical disabilities where users can develop their life skills and employability skills; get support to improve their communication, numeracy and literacy skills; and participate in meaningful activities that enhance and improve their lives. Users will be supported by a team of reablement officers, and all users will have a support plan that "enables" and develops the individual to achieve specified outcomes in their chosen areas, including to gain employment or to live in their own homes independently.

There would be cost efficiencies in a resource centre approach, resulting in lower overheads and more flexible staff deployment. There would also be a better opportunity to open up employment and vocational training to those in day services through the resource centre approach than currently.

There would be a need for some capital investment (see 8.2 below) when adapting the redundant wing in Fallings Heath in order to be able to provide day services to achieve the range of facilities necessary for a resource centre. (Goscote already has an appropriate spread of facilities)

Option 2: retain the current locations, but reduce service capacity according to needs/take-up by users and the consequent staffing required for this service. There are considerable inefficiencies that would limit choice, and might make unsustainable this pattern of service due to the small size of some service units

Option 3: operate no daycentres by the Council and ensure that through Personal Budgets and Direct Payments users and carers have access to a wide range of personal support and opportunities. Whilst the use of Personal Assistants through Direct Payments has helped some users meet their needs, the range and availability of this type of service has been limited. Expansion and diversification of support services in this way can be linked to Option 1 with in-house services operating more outreach support, as well as promoting the development of the wider market.

Option 4: A variation on the options above would be a community initiative whereby we would explore with community associations or other organisations, opportunities for the users and carers not eligible for a resource centre service under option 1, to create social activities on a self-funded or voluntary basis.

Options for Links to Work

- 3.9 Links to Work was established in 2000 to prepare users for work and to offer supported/sheltered employment to some of them. The success in finding jobs in the open market has been very limited in the last 5 years, which has resulted in it becoming a sheltered work scheme.
- 3.10 This approach to meeting needs of people with learning disabilities has been phased out over the last 15 years across the country in response to government guidance (Valuing People and Valuing People Now) and personalisation whereby vocational training support into jobs on the open market has been the objective. There was a rationalisation of this service from 3 sites to one and some reduction in numbers in 2008. In the draft Employment Strategy a focus has been put on developing an employment "pathway". Those national providers of employment support such as Remploy and the Rathbone Society have also phased out the sheltered workshop model, opting for the placement and support approach. The national indicator 1E which replace NI146 is about enhancing quality of life for people with care and support needs. The new indicator is about reducing social exclusion, which some sheltered workshops can inadvertently cause.
- 3.11 The Care Act requires new assessments of each person's needs, and that of carers, with a new approach to ensuring their wellbeing. This is likely to lead to a different, more person centred approach to meeting the eligible needs for support, and transitional arrangements and alternatives for those are not eligible.

- 3.12 Links to Work therefore needs a review and consultation into what options might best meet eligible needs, and improve outcomes (i.e. employment) not just for current users but future demand.
- 3.13 The property at Electrium Point is on a lease and is subject to renewal in January 2016 which allows for a withdrawal from this site if agreed by Cabinet following consultation and approval for alternatives to current services.

Option 1: Support those not eligible for social care funded support to find appropriate community and vocational support that continues to ensure their independence (an estimated 50% of current users may not meet eligibility criteria subject to assessments under the Care Act); resulting in opportunities to develop solutions similar in approach to those that are outlined in option 4 for day support above.

Option 2: There are some current users with eligible needs who may require day services support for them and their carers to sustain their independence, and to develop choice and person centred support with meaningful activities and social relations. The revised resource centre option in option 1 for day services above would lend itself to current staff ensuring a safe transition for this group of users from links to work to alternative provision;

Option 3: Develop close links to colleges (such as WACC, and Walsall College) and other agencies involved in vocational training and support that meets the needs of many young people with learning disabilities coming out of education (and who therefore have not taken up Links to Work in recent years). Personal support through personal budgets for those eligible with appropriate staff with such skills would enable access, transport and other related support to such opportunities. Given the length of time many current users have had in Links to Work a specialist transition programme would be needed for this option, as appropriate to their needs.

Option 4: All the above options would lead to the reprovion of services for those currently attending the Links to Work service in its current form, and location. A reduction in numbers and a different approach would be practical and affordable following a withdrawal from the facilities operating at Electrium Point. There may be some staff redundancies under these proposals (subject to review and outcomes that would have to be agreed by Cabinet as an outcome of the consultation). Alternative provision for those eligible, and transitional support for those not eligible, would need to be consulted upon and subject to a further Cabinet report by November 2015 at the latest.

Option 5: The retention of the current I Links to Work service.

4. Council priorities

- 4.1 The options outlined in this report would help the Council meet its objectives of meeting the needs of the disabled and vulnerable people through appropriate assessments of need, and meeting those needs in the most person centred

and cost effective way. It would also help meet council requirements to seek budget reductions in the longer term.

5. Risk management

- 5.1 There may risks associated with individual user and care assessments in cases where they no longer meet eligibility criteria under the Care Act 2014. Experienced and qualified staff would be deployed to carry out these reviews and independent advocates made available where requested. Support and transition plans would be consulted upon and developed subject to approval by Cabinet in a further report.
- 5.2 For those eligible for social care, a resource centre approach, a direct payment service or a new employment support package would be amongst the alternatives to be offered.

6. Financial implications

- 6.1. The financial implications of the options to be consulted upon are in line with the savings set out in the Medium Term Financial Plan for 2016/17, which for these services are reductions of 21% for day support (£517K out of a net budget of £2.447m) and 40% (£300k out of a net budget of £736k) for links to work in 2016/17.
- 6.2. The majority of the costs for both services are for the salary costs of approximately 90 staff (£2.002m out of a net budget of £2.447m in day centres and £711k out of a net budget of £736k in Links to work). Clearly the redundancy implications and cost would need to be the subject of reviews, although with the deletion of the posts proportionate to service reductions there is a business case to justify this.
- 6.3. The savings therefore potentially available if the Cabinet agrees after consultation would be:
Day services: £517k in 2016/17 and circa £50k in the final quarter in 2015/16 if the transition to new arrangements is was implemented from January 2016.
Links to Work: £300k in 2016/17 and possibly £30k in the final quarter in 2015/16 if the transition to new arrangements was implemented from January 2016.
- 6.4 In addition to the above there are also potential further savings of £192k from rental, dependent on the option that is implemented, if all day centres and the links to work service was ceased as an internal service (though subject to funding required to re-provide alternate services to eligible users), although it must also be noted that there may be one-off dilapidation costs that could be incurred when vacating these buildings which would need to be met from any savings in the first instance. And also a further potential saving from an associated review of management posts following the restructure of services of circa £200k.

- 6.5 Subject to the consultation on the above options, there may be a reduction on planned savings in order to develop transitional plans for non-eligible users. This would be in the form of a one-off cost of up to £80K

7. Legal implications

- 7.1 All users and their carers are entitled to assessments of their needs under the Care Act 2014. All those affected by the consultation will be offered a re-assessment over the next three months – the first such assessment under the new legislation. Those not eligible for social care funding will be offered advice, information and signposting to alternative or transitional support as necessary. Those eligible will be involved directly in the development of options for the services they receive through consultation.
- 7.2 All relevant stakeholders including users and carers will be consulted in accordance with statutory requirements prior to a further Cabinet report on the future of these services no later than November 2015.

8. Property implications

- 8.1 The rental of community association premises used in day services (i.e. All day services except Goscote and Fallings Heath and Brownhills which are council owned), and the private lease of Electrium Point for Links to work would require notice served and withdrawal no later than April 2016 if all proposals were agreed by Cabinet.

RENT	INVOICES REC.	AMOUNT	TOTAL
St. Johns Church (Community Hub) Pleck	Quarterly	£4,561.26	£18,738.00
CHART Community Centre Willenhall	Quarterly	£3,750.00	£15,000.00
Moxley People Centre	Quarterly	£3,000.00	£12,000.00
Blakenall Community Centre	Quarterly	£4,400.00	£17,600.00
Manor Farm Community. Assoc.	Quarterly	£3,500.00	£14,840.00
			£78,178.00

- 8.2 A separate capital investment estimated up to £100k and available with adult social care capital in Fallings Heath to adapt the current redundant wing to enable a day service operate there will form part of the options appraisal.

- 8.3 There will be dilapidation costs to the extent of £100 per square metre up to £85k subject to confirmation.

9. Health and wellbeing implications

- 9.1 Each user and carer will have their health and wellbeing taken into account in the assessment of their needs, as well as in the development of the review of service options to be put to Cabinet.

10. Staffing implications

- 10.1 There may be some staff redundancies arising from the outcome of the review, and this may lead to some concerns from users or carers. A detailed transition plan linked to any changes proposed would form part of a further Cabinet report to ensure a safe resolution to all users and carers needs. Appropriate staff consultation would follow any Cabinet decision in due course.

11. Equality implications

- 11.1 The application of Care Act appropriate assessments of need will ensure that the disability and related equality issues can be fully addressed in the reviews recommended. There is no intention to withdraw services to those eligible and obligations to meet individual needs will be met through options developed in consultation. A full Equalities Impact Statement will be produced in the report feeding back on the outcome of the reviews and consultation to Cabinet.

12. Consultation

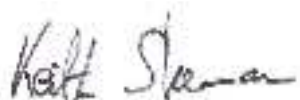
- 12.1 The consultation with service users and carers that was conducted for Fallings Heath in 2014 provided a good example of how careful attention to individual needs, the carers and other stakeholders and the development of options all led to changes that were accepted, and produced cost reductions without inappropriate loss of service. The same approach will be adopted towards the simultaneous reviews of the services subject of this report.
- 12.2 This will include using appropriate communications and independent advocacy support, and involving carers, voluntary organisations and other stakeholders (including the community associations or other premises in which these services operate).

Background papers

Cabinet report Fallings Health December 2014

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16 June 2015