

**CABINET****2 NOVEMBER 2017****PROPOSED ENGAGEMENT ON OPTIONS FOR FUTURE DELIVERY - CONNECT SHORT-TERM SERVICE AND COUNCIL - PROVIDED DAY SERVICES FOR ADULTS WITH A LEARNING DISABILITY****Relevant Cabinet Member**

Mr A I Hardman

**Relevant Officer**

Director of Adult Services

**Recommendation**

**1. The Cabinet Member with Responsibility for Adult Social Care recommends that Cabinet:**

- a) notes the continued effort to encourage a vibrant and varied range of day service provision across Worcestershire in order to maximise choice, independence and wellbeing for individual service users, and the related need to resolve the current issues regarding the ongoing financial sustainability of Council-provided day services for adults with a Learning Disability (Resource Centres, Connects and Leisure Link) and the Connect Short-term Service;**
- b) endorses the intention to use a co-production approach to future service development and delivery, engaging with people using services, family carers and staff to gather ideas which will inform future proposals for how services are delivered;**
- c) authorises the Director of Adult Services to carry out engagement with individuals using the Resource Centre service, family carers and staff to explore options to increase usage, options for income generation and ideas for more efficient operation of the services;**
- d) authorises the Director of Adult Services to explore the option and potential impacts of partially reducing or fully closing the Connect**

**Short-term Service to new referrals, through engagement with partner organisations and staff, and detailed impact assessment;**

- e) authorises the Director of Adult Services to carry out engagement with individuals using the Connect Learning Disability day services and the Leisure Link service, family carers and staff to explore alternative delivery options for each of the services; and**
- f) requests that a further report, informed by the proposed engagement exercises and detailed impact assessments, be brought to Cabinet by April 2018, with proposals for future service delivery, including proposals for formal consultation where required.**

## **Background**

2. As part of its duties under the Care Act 2014, the Council funds a wide range of day services and opportunities for adults with learning disabilities who are eligible under the Act for care and support. Day services are currently commissioned from two types of provision – external providers, through a Dynamic Purchasing System contract (new contract commenced 1 October 2017) and services provided internally by the Council's Adult Social Care Provider Services.

3. There are currently approximately 50 external providers of Learning Disability day services across Worcestershire. They provide services to Council-funded service users and are paid either through an individual's Direct Payment or directly by the Council. The 2017/18 budget for externally-provided Learning Disability day services for those providers who are paid directly by the Council is £1.5 million, funding approximately 200 service users.

4. The remaining Learning Disability day service needs are met by provision from in-house Adult Social Care Provider Services. This provision consists of 12 separate Day Services across the county for adults with learning disabilities (four Resource Centres, seven Connects and the Leisure Link service).

5. The total 2017/18 budget for internally-provided Learning Disability Day Services is £3.9 million. 220 service users receive a regular day service. There are 146 FTE staff employed in the services, equating to just under 200 people employed.

6. Following a Cabinet decision on 8 November 2012, the in-house day services were reorganised to put in place the model of Connects and Resource Centres. After subsequent Cabinet Member for Adult Social Care decisions in December

2014, February and March 2015, and detailed consultation exercises, the new model was fully implemented and this reorganisation was completed in late 2016.

7. The Cabinet on 17 July 2014 received the report "The Future of In-house Adult Social Care Provider Services" and, in relation to Learning Disability Day Services, approved the recommendation "to develop the business model for the Council's in-house services so that they are geared up for personalisation and work with staff and alternative providers to determine potential options for out-sourcing these services". Cabinet also agreed that, following consideration of external tender as an option, "options for any learning disability day services centre not considered sustainable..... be brought back to Cabinet for a decision".

8. During the period since July 2014, considerable work has progressed with service users, family carers and staff to fully embed the new arrangements, develop the business model in line with the Cabinet decision and progress the sustainability of the services. Detailed market engagement has also taken place with external providers of services in order to inform future decisions about the potential externalisation of in-house services. To date, there has not been any external tender for in-house day services, as this has not to date been considered a viable option based on market discussions and feedback.

### **Details of Current Services and Context for Change – Outcomes, Budgets and Sustainability**

9. In principle, in order to be financially sustainable and maximise value for money, the Council's in-house Learning Disability day services should not cost more than it would cost to purchase similar services from the external market. This principle has been used to evaluate the financial sustainability of the current model.

10. The Council must remain financially sustainable and manage forecast increases in demand, due to demographics and increasing needs of the population it supports, alongside reductions in available funding. In the interests of all Worcestershire taxpayers and residents as well as individuals needing to use services, it is therefore imperative that all services are constantly evaluated and reviewed to ensure that outcomes are improving and that maximum value for money is being achieved. This is critical to the Council being able to provide the required services to those in need, now and in the future.

11. Through its commissioning of services, the Council aims to encourage a vibrant and varied range of day service provision across Worcestershire, with services of a high quality which meet the needs of service users, secure improved outcomes and

are responsive and flexible in providing the type of services which people want. The recent Dynamic Purchasing System tender for a new external day services contract has an outcomes-based specification, designed to promote this. Where the Council is itself providing services, these also need to fit with this model of service provision. By working with stakeholders to co-produce alternative delivery options for internally-provided services, a key aim would be to improve the variety and quality of services in Worcestershire as a whole, based on a mixed market of services available to extend customer choice.

### **Details of Current Services and Context for Change – Resource Centres**

12. Resource Centres cater for Care Act-eligible service users with a higher or more complex level of need, typically providing 2:1 or 1:1 support. There are Resource Centres in Worcester (Cherry Orchard), Kidderminster (Orchard Street), Bromsgrove (Wendron Centre) and Pershore (Three Springs). Resource Centres also include the "Growing Old with a Learning Disability" service, which specifically meets the needs of older service users.

13. The table in the Appendix summarises the current usage and cost position in relation to the four Resource Centres. This shows that the total cost of the service is £2.1 million, whereas it is estimated that purchasing similar services externally would cost £1.8 million. This represents a £0.3 million gap in relation to the services maximising efficiency and value for money.

14. Market engagement exercises have indicated that, due to potential financial implications for providers, such as TUPE and pension liabilities, market appetite to bid for services is likely to be limited. A block contract arrangement would also be required to enable providers to take on the financial commitments involved; this does not fit with the model of personalisation of day services recently promoted through the Council's Dynamic Purchasing System tender/contract for external Learning Disability Day Services. Progression to tender for the externalisation of Resource Centres is therefore not currently a recommended option. However, the option will continue to be evaluated in the future as part of the commissioning cycle of ongoing service review.

### **Details of Current Services and Context for Change – Connects and Leisure Link**

15. Connects services provide a range of services in the community:

- day services for Learning Disability Care Act-eligible service users, typically on a 5:1 or 8:1 staff ratio, forming part of an individual's personal budget in their Support Plan
- weekly drop-ins, open for all and catering for a range of service users with a combination of Care Act eligible and non-eligible needs, and not included in personal budgets
- short-term preventative service. This is a wide-ranging service which provides short-term support to clients over a period of up to 12 weeks. Typical support given is support to access the community and social activities, support to become more physically mobile, support with finances and form completion e.g. benefits applications, support with housing, and support to find volunteering and employment opportunities. Client groups include people with physical disabilities, older people and people with mental health needs, as well as people with learning disabilities. The majority of people accessing the service do not have the level of need to be eligible for other Council-funded services under the Care Act.
- Connect Wyre Forest also runs a front-desk drop-in service during opening hours

16. There are Connects services in Worcester (operating out of County Enterprises, St Paul's Street), Kidderminster (Blackwell Street), Redditch (Halcyon Centre), Bromsgrove (Wendron Centre – co-located with Resource Centre), Droitwich (recently co-located on a temporary basis to Wendron Centre, Bromsgrove), Evesham (Library) and Malvern (Cube).

17. The Connect service offer is therefore much wider than just Learning Disability day services, and the drop-ins, front desk and short-term service are available to non-Care Act eligible individuals and to those who have not been allocated a Personal Budget. Since 2016/17, the general prevention element of the Connect service (including the Connect Short-term Service) has been funded by Public Health Ring-fenced Grant, with total funding of £603,000 allocated in 2017/18.

18. The Leisure Link service, also provided by Adult Social Care Provider Services and funded from the Learning Disability budget, comprises three day/evening clubs for people with learning disabilities and operates in Wyre Forest. The service is used by approximately 100 people, with a mix of Care Act eligible and non-eligible needs. A small fee per session is charged, but the service currently has a net cost to the Council of around £28,000 per annum.

19. The table in the Appendix sets out the current financial position in relation to the Connects services. The budget for the whole service is £1.8 million. Although the budgets for the Learning Disability day service and the Short-term Service are not separately identified, it is estimated that the direct staffing cost of the Short-term Service is approximately £250,000.

20. As shown in the table, it is estimated that the Council could meet its Care Act responsibilities to provide services to the 110 eligible individuals with a Learning Disability for a cost of £0.7 million, buying provision from the external market. However, the current service costs £1.8 million in total. The balance of £1.1 million represents the additional cost of the non-statutory elements of the service (including the Short-term Service), as well as some inefficiencies in the current service due to e.g. lack of economies of scale and declining service user numbers at some locations.

21. There is evidence that usage of Council-provided day services by people with learning disabilities has been reducing over time and trends forecast it to continue to reduce over future years. This is due partly to changing expectations from individuals and families, particularly younger individuals, wanting a more mixed variety of services during the week, and also to the growth in the number and variety of external provision of day opportunities in Worcestershire. Furthermore, many people with a learning disability tell us they want meaningful employment rather than day opportunities. This is an ambition that the Council is successfully supporting through our Supported Employment team.

22. To illustrate the reducing numbers for Council-provided day services, in 2014 there were 270 individuals attending Council day services; this has now dropped to 220 attendees across Resource Centres and Connects. Financial sustainability of in-house services over time is therefore forecast to decline further unless services can adapt to changes in client need and expectations.

## **Recommended Proposals**

### **Resource Centres**

23. In order to gather ideas on how to achieve a financially sustainable Resource Centre provision, Cabinet is asked to approve that officers carry out engagement with individuals using the service, family carers and staff to explore options to increase usage, options for income generation and ideas for more efficient operation of the services.

24. If approved, the information gathered through this evaluation and engagement exercise will be brought back to Cabinet for an update on recommended options in April 2018.

25. The aim of this work in relation to Resource Centres would be to make the service fully financially sustainable. This would then enable commissioning options, including potential transfer to an external organisation, to be re-examined at a future date, in accordance with the Council's commissioning cycle.

### **Connect Short-term Service**

26. As detailed above, the Connect Short-term Service, although part of the Learning Disability service, does not primarily address the needs of Care Act-eligible service users with a Learning Disability. The service may be perceived to contribute towards the Council's duty to provide a range of preventative services that may prevent, delay or reduce the development of adults' needs for care and support, and to support Public Health outcomes. However, the evidence for the impacts of this prevention is currently limited; while the service is well-utilised, more detailed analysis is required to evidence the impact of the service in order to justify the value of the current expenditure on this service. In particular, future service design needs to be clearly linked to a robust evidence base and all Public Health Ring-fenced Grant funded services need to be clearly linked to Public Health outcomes. Options also need to be considered in the context of a vibrant voluntary and community sector and libraries taking a more active role as community hubs.

27. Cabinet is therefore asked to authorise officers to explore the option and potential impacts of either partially reducing or fully closing the Connect Short-term Service to new referrals and of closing the front-desk service at Connect Wyre Forest. This work will include:

- a detailed analysis of the current impact and outcomes of the service and an assessment of value for money, particularly in relation to the Council's preventative duties and Public Health outcomes
- engagement with the staff who work in the service
- engagement with partner organisations who already provide similar services to residents or may be impacted by a reduction in the service, to include Police, Health and Housing partners
- engagement with residents through consultative and user groups
- an analysis of duplication and alternative provision by partners or services such as Libraries

- a full Equality Impact Assessment.

28. As the option being explored is to reduce or close the service to new referrals at a point in time, there is no intended impact on current users of the service who would continue to receive their support for the duration of their service (up to 12 weeks).

### **Connect Learning Disability Day Services and Leisure Link**

29. The Connect Learning Disability Day Services and Leisure Link currently cost significantly more than it would cost for a similar service delivered by providers in the external market. There is also evidence that demand for the service is decreasing over time and that this trend is likely to continue.

30. It is therefore recommended that Cabinet authorise the Director of Adult Services to commence a period of engagement with service users attending the Connects Day Services, their family carers and staff, on the future delivery options for the service. This will also include regular users of the weekly drop-in services provided by Connects.

31. This engagement will focus on alternative delivery options for the service and will seek to gather ideas and options for bespoke alternatives for individual Connects services. It is acknowledged that a "one size fits all" option for Connects is unlikely to be a recommended outcome, and the Council would therefore aim through the informal engagement exercise to co-produce options for alternative delivery for each of the seven Connects services, and the Leisure Link service. Co-production in this case means working with stakeholders to develop and produce ideas and options to be presented to Cabinet at a future date.

32. A report on the findings and recommended next steps following the engagement exercise would be presented back to Cabinet in April 2018.

### **Legal and HR Implications**

33. The Council has a duty to promote the well-being of individuals in its area under the Care Act 2014 and to provide a range of social care services for meeting care and support needs of adults, including care and support needs resulting from disabilities. The Council also has a duty under the Health and Social Care Act 2012 to improve the health and well-being of its local population, and to have regard to narrowing health inequalities.



34. The Council values the feedback and input of its residents and users of services to inform service development. In order to inform its proposals, the Council proposes to carry out engagement with stakeholders, including individuals using services, family carers, staff and partners. This engagement will inform any future proposals and may lead to a further request to Cabinet to approve formal consultation on specific proposals as required. The Council will give proper consideration to the outcomes of consultation before any substantive decision to implement any proposal is made.

35. Appropriate statutory consultations with staff will also be carried out in the future based on the nature of future proposals and the impact on specific staff groups. At this stage, a period of engagement with staff is proposed, to gather information and ideas to inform future proposals.

36. Where there is a future proposal for services to transfer out of the Council or be delivered by external providers rather than in-house providers, TUPE regulations may apply. It is intended that this will be dealt with on a case-by-case basis, depending on future proposals.

37. Any changes to staffing arising out of future proposals would be subject to the Council's Human Resources Policies and Procedures.

## **Equality and Diversity Implications**

38. The Council must, during planning, decision-making and implementation, exercise a proportionate level of due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010;
- Advance equality of opportunity between people who share a protected characteristic and those who do not;
- Foster good relations between people who share a protected characteristic and those who do not.

39. A full equality impact analysis, as indicated by equality relevance screening, will be carried out for each element of the service where any changes are proposed, and these analyses will form part of future Cabinet reports to inform future decision-making.

## **Privacy and Public Health Impact Assessments**

40. Funding of £603,000 from Public Health Ring-fenced Grant is currently allocated against the preventative elements of the Connect service. This is on the basis that outcomes contribute to increasing people's health and wellbeing e.g. by reducing social isolation, re-ablement in relation to life skills, increasing people's access to the community, increased volunteering/employment opportunities, supporting people with anxiety and depression etc. The service also sign-posts individuals to other services such as drug and alcohol support and healthy lifestyles support.

41. However, while outcomes are recorded at the end of the intervention period on an individual by individual basis, the formal hard evidence for the preventative impact of the service is limited, with no formal collating and monitoring of impacts or any before and after study. More detailed analysis is therefore required to evidence the actual impact of the service specifically in relation to the prevention, delay and reduction of adults' care and support needs, and the achievement of Public Health outcomes, in order to justify the value of the current expenditure on this service. It is intended that this analysis be carried out as a systematic evidence review, alongside the proposed engagement exercise, in order to fully appraise the public health implications of any change to the service and to be clear about the effective model to deliver the required outcomes.

## **Financial Implications**

42. The Medium Term Financial Plan approved by Full Council in February 2017 anticipated a need for around £60 million of new expenditure reductions or increases in income over the 3 year period 2018/19 to 2020/21.

43. There is a risk to the Council's overall sustainability and delivering Social Care to those that need it most if expenditure reductions or increases in income are not delivered as required. This risk will be considered alongside other factors during the engagement and evaluation period, and impacts included in the next report to Cabinet in April 2018.

44. The financial implications in relation to the current funding for the service from Public Health Ring-fenced Grant will also be considered in detail, including reference to the findings of the proposed engagement and the evidence review, which will include published and Council sources.

## **Supporting Information**

Appendix – Current Financial Position

### **Contact Points**

#### County Council Contact Points

County Council: 01905 763763

#### Specific Contact Points for this report

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### **Background Papers**

In the opinion of the proper officer (in this case the Director of Adult Services) the following are the background papers relating to the subject matter of this report:

- Agenda and background papers for the meetings of the Cabinet held on 17 July 2014 and 18 June 2015
- Cabinet Member Decision reports – December 2014, February and March 2015
- Agenda and background papers for the meeting of Council held on 9 February 2017
- Learning Disability Day Services in Worcestershire Dynamic Purchasing System, published 3 August 2017

## Appendix - Tables

<b>TABLE 1</b>	<b>Budget 2017/18 £'000</b>	<b>No. of people using the Learning Disability day service (at Sept 2017)</b>	<b>No. of days attended per week (at Sept 2017)</b>	<b>Comparable estimated cost of purchasing equivalent LD Day Services externally £'000</b>	<b>Annual surplus/ (deficit) compared to external market benchmark £'000</b>
Resource Centres	£2,124	110	431	£1,838	(£286)
Connects	£1,815	110	303	£731	(£1,084)