



Committee and Date
Portfolio Holders Decision Making Meeting – Adult Services
1 st August 2013
Health & Adult Social Care Scrutiny Committee
10.00 a.m.

Item
5
Public

DAY SERVICE RECONFIGURATION

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1. Summary

- 1.1 The demand for social care support increases each year with people living longer and more people living with longer term conditions; there are an increasing number of young adults in transition to adult services and adults with complex needs. There is an increased public expectation and, rightly an expectation of more personal and flexible support for those eligible for social care. This increased demand for service is at a time when the council is facing unprecedented financial pressures with an overall reduction in the financial settlement.
- 1.2 In order to respond to these challenges whilst continuing to deliver high quality support and service offers, we need to radically transform our services - whilst giving a clear signal of a different offer of support to individuals in the future. An offer that focuses on maximising the individual's potential utilising their individual capabilities, their family and community resources and with less expenditure on formal place based and funded council support.
- 1.3 Social care is often a vital part of enabling people to live healthy and independent lives but it is far from being the only component of enabling people to live fulfilled lives. We must build and harness the contributions communities can make to support themselves and the people living in them. There are already notable successes, where as a consequence of transformation and a different approach to supporting individuals this has been possible.
- 1.4 During 2012 Shropshire Council confirmed its ambition to become a commissioning council. As part of realising this objective the council has developed a range of commissioning models at strategic commissioning level, locality commissioning level and through personal commissioning

using personal budgets. Each of these commissioning options provides an opportunity to support the transformation of adult social care services.

- 1.5 The transformation of Adult Social Care has been underway in Shropshire for a number of years, focusing on the delivery of personalised services within the existing day service provision. A number of positive changes have occurred in recent years as part of this process including increased choices and variety of support, maximising individuals potential and use of local resources. This has also included the rationalising of some building based provision.

2. Recommendations

- 2.1 The portfolio holder for adult social care approves the following:
 - 2.1.1 The transformation of day services proceeds in line with the adult social care strategy and the outcomes of the consultation on the transformation to modernise day services.
 - 2.1.2 That the use of day centre buildings, as a primary means of delivering day time support is reduced by both utilising existing accommodation to maximum effect, supporting individuals to take up alternatives to building based services in line with transformation activities already underway and that where accommodation is not being utilised effectively that accommodation is rationalised accordingly. The details of the transformation plan are attached in Appendix D.
 - 2.1.3 That the Adult Social Care service confirms the model and resources required to meet the specialist day service provision required by those with some of those with most complex physical health and disability needs.
 - 2.1.4 That commissioning of support for day time activities is undertaken at strategic level for those areas where specialist day service provision is needed, that locality commissioning opportunities are developed for the personal assistance-based resource needed to support some personalised alternatives and that brokerage resources are commissioned supporting individuals with personal budgets.

REPORT:

3. Introduction

- 3.1 Over the last 3 years adult social care services in Shropshire have undertaken a series of significant consultation activities to gather the views of users of services, their carers' and other stakeholders about what is important in the delivery of social care, what works well in relation to current services provided and what needs to be included in future service developments. The details of both the consultation process and outcomes are included in Appendix A.

- 3.2 This gathering of opinions, views and thoughts began with development of the adult social care strategy 'Live Life Your Way' published and approved by cabinet in October 2011, was followed by a further and very detailed consultation regarding the future of day time activities specifically the use of a personalised approach to support service change during the summer of 2012 with a formal report to Cabinet in September 2012. (Appendix B).
- 3.3 The overwhelming feedback from both exercises was that people want much more choice and control over the way services are organised and delivered. People want services to be modern and aligned to the activities and support that individuals could expect to receive if they were non-disabled or in receipt of any form of support. People also wanted to be able to experience these opportunities irrespective of their level of disability or age.
- 3.4 People also expressed concerns about service models that risked segregation from main stream society and reduced the opportunity to integrate with other non-disabled members of their community. Since 2011 there have been a number of individual changes that have occurred, specifically within the services that support people during the day; the review of support provided to individuals who had been attending The Grange Day Centre in Shrewsbury; the development of individualised packages of support for people who historically used traditional day centres and people who approached the service for the first time. In addition, a move away from using buildings in both Coton Hill and Ellesmere has supported a positive change for individuals.
- 3.5 Proposed Changes
- 3.5.1 The service has now reached a point where it is important to progress at pace the transformation of the way people in Shropshire receive that support. This transformation builds clearly on the experiences and activities to date and seeks to put the individual service user at the heart of service delivery. It does however recognise, and our experience has shown us, that people are naturally hesitant about changes and may not take up the opportunity of doing something different even if they believe that a new support arrangement will be much more positive, due to the anxiety and influences that they receive. For this, we believe that it is necessary to set a clear change agenda programme and to ensure we provide the right levels of support for individuals during that transformation process. The transformation of day services will concentrate on individual and total service review with a view to completion by no later than December 2014.
- 3.6 The outline plan for each existing service are set out in Appendix D.
- 3.7 There will be a number of overarching principles that will underpin the transformation as follows:

- In line with the council's strategic aim to be a commissioning council adult social care will from January 2015 cease to be a provider of any form of day time opportunities but will purely commission these where appropriate on behalf of individuals.
- The transformation agenda will seek to maximise the opportunities that local commissioning or individual commissioning using personal budgets offers.
- Individual and appropriate levels of support will be provided to maximise the opportunities in both these areas.
- The changes in service will be implemented using a well-established and comprehensive process including an individual review and planning meetings; the involvement of family carers and advocates; an individual timetable for each service and service users based upon the outcome of the reviews.

4. The Challenges and Opportunities

4.1 The challenge in transforming day service provision is to adequately explain and indeed convince existing users of services and their families that the alternative to a day centre or to a programme of activities that focuses solely on a day centre are credible and possible. The service now has a number of clear examples where it has already successfully supported individuals in changing the way daytime support is organised and delivered which offers greater personalisation whilst maintaining some of the key features of their original programme that were important. This convincingly shows both the success of sensitive engagement and planning with vulnerable people, many of whom have complex communication needs as well as identifying suitable and more positive outcomes.

4.2 Carers

4.2.1 Carers provide a valuable resource both supporting the individual whilst they are home, reassuring the individual in respect of their planned activities and through day services receiving an element of respite from their caring role. The council recognises the importance of ensuring that this support continues and as with individuals now has a proven track record of ensuring that the support day service has provided to carers is replaced by adequate and equivalent support.

4.2.2 Practical examples of the positive changes that individuals have received are set out in Appendix C.

4.3 Staffing.

4.3.1 The transformation of day services will have a number of impacts on staffing. The role that staff play now and the role that staff play in the future will be very different. There will be opportunities for people to undertake new roles such as brokerage and personal assistance but will require individuals to be much more flexible and confident than they have been required to in the past.

4.3.2 There will also be less staff required overall to provide support, this will be due to less bureaucracy surrounding the overall organisation and management of day services, less staff required to supply direct support as individuals will share support. Individuals will as well access social capital and will access activities which in themselves include support. Initial assessments and experience have shown that a 30 to 40% reduction in the staffing is possible within the new model. This reduction is in line with the Council's experience of transforming other services and the Council's overall staffing plan. The service will seek to minimise the negative impact of such changes on the workforce through appropriate skilling of staff to take on new roles and duties, redeployment to other council services and through other means such as redundancy management.

4.4 Commercial Focus – Daytime Activities

4.4.1 There are a number of commercially focused daytime services at present these include Corner Patch, Maesbury Metals, Oak farm and Greenacres farm. The concept of having a range of commercially orientated activities coupled with appropriate levels of support is one that people felt was important to continue in the future but the sustainability of such services is only possible if they are able to attract individuals who want to attend such resources and they are able to secure income.

4.4.2 The Council will through this transformation work robustly to secure the long term future of each of these services building on the work that has already been undertaken.

4.5 Buildings

4.5.1 Our analysis carried out within the current day centre provision evidence confirms the on-going need for some specific buildings. This we believe is for individuals that predominately have the most complex learning and physical disabilities. Current and future levels of demand have identified the requirement for 2 physical bases to support these groups. We believe that on current and future demands one is best located in Shrewsbury and one in Oswestry.

4.5.2 In relation to other building requirements the overarching principle is that where an individual requires a building as either a base or a meeting point; their local community based facilities are used for this purpose with a definite move away from the reliance on local authority provided buildings that are provided solely for day service provision. The model of having council owned and run buildings that are used solely for the purpose of day time activities has an inherent segregation from local communities and whilst significant efforts have been made to integrate local communities into our existing buildings this has not proved to be successful. There are now a number of successful examples of where community' resources are used effectively, thus providing a positive opportunity for people to integrate within the local communities as well as providing valuable financial support to small communities.

4.5.3 As set out in 3.3.1 where staff are required either, as a result of local commissioning, or personal commissioning or indeed whether there are significant services for people with complex needs, the council will seek to identify a range of provider options for this. However, the council will cease as the employer and deliverer of these services.

4.5.4 There are a number of specific buildings (PFI) that the council will continue to have an on-going responsibility for. The use of these buildings will be explained as part of the individual planning for the people in that area. The council will wish to ensure these building are used to maximum effect, ideally much more local community based resources where some day time activities may continue but they do not exist solely at a day centre.

5. Risk Assessment and Opportunities Appraisal

5.1 Risk Management Appraisal

5.1.1 The proposed transformation of day services using personalisation will ensure an equitable approach to offering services and support. By ensuring transformation plans are developed on the basis of individual reviews including all stakeholders then the person will remain the centre of the change.

5.2 Human Rights Act Appraisal

5.2.1 The proposal to transfer day services using personalisation across all services offers is compatible with Human Rights Act.

5.3 Equalities Appraisal

5.3.1 The transformation of day services through a personalised approach will ensure that individual needs are met in a tailored and individual way.

6. Financial Implications

6.1 The full financial implications of the overall transformation can only be confirmed when the final implementation of charges occurs.

6.2 Savings however, have been identified across the 3 key areas of expenditure namely building usage, transport and staffing

6.3 A provisional saving of £1.6 million has been developed based on the specific proposal where the greater detail is available for. The detail is included in Appendix E

7. Conclusion

- 7.1 The transformation of day services is a critical part of the overall adult social care agenda. This transformation of services has already been underway for many years with many people having benefited from a modern service.
- 7.2 The approach to transforming day services has been used successfully within Shropshire, managing the inherent stress associated with such a change process involving vulnerable people, their carer's and staff.
- 7.3 This transformation not only will provide a better individualised package for people but also will deliver savings for the council.

List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)

Cabinet Member (Portfolio Holder). Tim Barker

Local Member. All, county wide changes

Appendices

Appendix A – 'Live Life Your Way' Adult Social Care Strategy Report on Consultation Outcomes

Appendix B – Personalisation of Adult Social Care Services in Shropshire – Next Steps

Appendix C – Case examples of positive changes already achieved

Appendix D – Day Service Transformation Plan

Appendix E – Value for Money Plan

Appendix F - EINA

Declaration of Interest

- I have no interest to declare in respect of this report

Signed Date
NAME:
PORTFOLIO HOLDER FOR:

- I have to declare an interest in respect of this report

Signed Date
NAME:
PORTFOLIO HOLDER FOR:

(Note: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter.)

For the reasons set out in the report, I agree the recommendation(s) in the report entitled

Signed
Portfolio Holder for
Date

If you have any additional comment which you would want actioned in connection with your decision you should discuss this with the report author and then set out your comment below before the report and pro-forma is returned to Democratic Services for processing.

Additional comment :
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Note: If you do not wish to approve the recommendations, or wish to make an alternative decision, it is important that you consult the report author, Head of Legal and Democratic Services, Chief Executive and the Head of Finance, Governance and Assurance (S151 Officer) and, if there are staffing implications the Head of Human Resources (or their representatives) so that (1) you can be made aware of any further relevant considerations that you should take into account before making the decision and (2) your reasons for the decision can be properly identified and recorded, as required by law.

Note to Portfolio Holder: Your decision will now be published and communicated to all Members of Council. If the decision falls within the criteria for call-in, it will not be implemented until five working days have elapsed from publication.