

Report to Cabinet

Title:	Direct Care and Support Services
Date:	Monday 23 April 2018
Date can be implemented:	1 May 2018
Author:	Cabinet Member for Health and Wellbeing
Contact officer:	Kelly Taylor, 07739 531268
Local members affected:	All
Portfolio areas affected:	Adult Social Care

For press enquiries concerning this report, please contact the media office on 01296 382444

Summary

The purpose of this paper is to outline the future commissioning intentions for the Council's in-house Direct Care and Support services, previously called ex-Buckinghamshire Care services.

Buckinghamshire Care was established by the Council in 2013 as a Local Authority Trading Company to provide adult day care, residential short breaks (respite) and reablement services for people eligible for social care services.

In December 2016, the Council took the decision to end the contract to ensure service continuity and address concerns regarding quality. Staff and services were transferred in house in January 2017 and this now is named the Buckinghamshire County Council (BCC) Direct Care and Support Service.

The services transferred were:

- Day Services
- Residential Short Breaks (respite)
- Supported Employment
- Thrift Farm
- Reablement
- Homecare
- Laundry

Direct Care and Support services are being developed as part the wider Transformation Programme for adult social care which sets out the case for change in our approach to supporting adults with needs. We need to change our approach to create independence and self-reliance for our service users.

The Transformation Programme has three service tiers:

1. Living Independently - connecting with others to get the advice and information people need to stay independent
2. Regaining Control - receiving short interventions to regain control where independence may have been lost
3. Living with Support – in situations where people need ongoing help.

In line with this approach, we also want to create more opportunities for vulnerable adults to build self-sustainable networks of support that connect them to the communities that they live in.

Plans for individual services will be subject to particularised consultation so projected future models are officer proposals following their consideration of options and could be revised through due process. Decisions regarding changes to policy or significant changes to service delivery will be taken through the Council's formal key decision process as appropriate.

Plans for Direct Care and Support Services have also been designed to also achieve greatest value for money and meet savings targets, including for the Medium Term Financial Plan (MTFP) and for the adult social care Transformation Programme. The MTFP target for Direct Care and Support services for 2018-19 is £400k - £330k has already been delivered but there is a discrete target within the remaining £70k target amount for Thrift Farm of £60k that has yet to be realised. The total cumulative savings target for Direct Care and Support services for 2019-20 is £524,230.

Recommendations

- **Approve recommended proposals for each service as set out in this report.**
- **Delegate to the Cabinet Member for Health and Wellbeing and Executive Director to conduct suitable consultation as appropriate for each individual service.**
- **Agree that further key decisions to be taken by the Cabinet Member following consultation as appropriate to the individual matter**

A. Narrative setting out the reasons for the decision

- **Day Centres**

Shifting the way support is offered which maintains independence, supports people to engage in meaningful activities in the local community and develops natural networks of support. Buildings based day centres in future will be targeted at those with the most complex physical and behavioural needs.

In February 2018 there were 352 services users of in-house day centres (363 in September 2017). Services have below capacity utilisation and as we shift the way we offer support means that with fewer users it makes them an expensive resource to maintain.

Total budget for the service is £2,912k.

Proposal

Phased review of all day centres and their service users including: -

- Co-production – detailed work with individual users and carers
- Public and market engagement and shaping, particularly with community and voluntary groups
- Client and carer reviews, reassessments and introductory sessions
- Implementation and transition from traditional services to new community based care model including to support users with a range of opportunities including training and employment
- Develop information for service users and professionals about alternatives for support across Buckinghamshire from the voluntary, community and faith sectors
- Request that the cabinet member is given delegated authority to consult and following consultation, to take decisions on a centre by centre basis, depending on the outcome of the review of each service and the individuals

Alternative options considered for day opportunity centres.

There were a number of options considered;

- Do nothing – not appropriate as this fetters choice and independence for some clients who could better achieve personal aims through use of community alternatives
 - Commission centres from external market place – unlikely to achieve the aims of the programme without incentives for the provider(s)
 - Close all internal day centres – not appropriate as some clients with multiple and complex needs may best be supported in building based centres
- **Short breaks (respite)**

Short Breaks provision in Buckinghamshire is in need of modernisation, both in regard of the offer and in respect of the present provision, the service delivered from Seeley's. Seeleys was rated 'inadequate' by the regulator, the Care Quality Commission, in November 2016 and following re-inspection in June 2017 is currently rated as "requires improvement".

There has been engagement with carers who use Seeleys residential short breaks (respite) and there is general acknowledgment that new premises are needed and that the previous development programme, Orchard House was not suitable. There are a number of people not able to use Seeleys because of distance to current location/facilities to support people with behaviours which may challenge service. The current service is not accessible for people from all parts of the county. There is a lack of appropriate and flexible capacity which is leading to expensive, out of area spot placements.

The preferred approach is to re-commission the new residential short breaks service in partnership with health colleagues (current 'in principle' commitment secured from CCG, with further work being undertaken around financial modelling).

There are currently 55 users. The budget for the service is £759k. Average nightly bed cost is around £287.

Also currently there is no overarching strategy on what short breaks could be and the benefits short breaks can offer, to carers and to the person receiving support. At present, personal care packages are agreed with individuals without reference to best practice to enable independence and equitable and sustainable offers of support. An established strategy would provide principles by which personal care plans can be constructed. As there is similarly no strategy for children's short breaks it is suggested the development of both is aligned.

Proposal

- Develop, consult and publish a strategy for short breaks – aligned with children and young people short breaks strategy
- Identify an appropriate site with potential for development and provision of an overnight residential short breaks facility
- Relocate from Seeleys to the new site when completed
- Request for delegated officer decision to consult on strategy and subsequent delegated cabinet member decision to approve final policy
- Request for delegated cabinet member decision to approve location of site after engagement with existing users and carers

Alternative options considered for existing provision

- Do nothing and retain service at Seeleys – the service location is not accessible for individuals from across the county and the environment cannot support people with multiple and complex needs
- Retain and develop the service at Seeleys – even with significant investment, constraints of the environment mean that individuals with particularly complex difficulties can't be suitably accommodated by the unit and the service location is not accessible for individuals from across the county

- **Supported Employment**

There is a two-fold approach to developing this service: to establish within present internal and commissioned provision the ethos to enable and access to employment, vocational opportunities and volunteering; and following discussions with Buckinghamshire Business First, to establish strategic links with a wider range of employers to develop opportunities for people with eligible needs.

The service currently supports 144 service users (February 2018). Total budget for service is £268k.

Proposal

- Develop a new model for Supported Employment within other support services currently delivered by BCC and by wider providers
- Re-model present in-house day services to provide support to access activities and employment as above
- Further develop networks with and support from local employers to establish more opportunities for people with needs
- Request for delegated decision making regarding the final proposal and implementation plans

Alternative options for model of supported employment

- Do nothing – this option will not enable strategic development of supported employment services whether delivered in-house or through commissioned services
- Commission existing service with external provider(s) – this option will not enable strategic development of supported employment services

- **Thrift Farm**

Thrift Farm has operated as a rural supported employment service for adults with learning difficulties since the early 1980's. This service model had operated in some other areas nationally but other local authorities have increasingly moved away from providing care and support farms as they are not now considered best practice in terms of health and safety, value for money and developing personalised outcomes for individuals. Despite significant investment between 2013 and 2016 in the catering facilities, the commercial income and out-of-county placement income are such that the running costs for Thrift Farm has a projected operating deficit of £234k in 17/18. To develop Thrift Farm into a viable commercial venture, the Council would need to invest significant capital.

The service has not generally been successful in enabling individuals to move on, to other activity options or to greater independence. Some current service users may have become dependent, remaining at Thrift Farm for considerable length of time.

There are also notable risks associated with health and safety elements of the farm, including hygiene risks around biological contamination for vulnerable adults and visitors and with use of heavy machinery.

A Request For Information (RFI) to the market received little interest and the few respondents were unable to demonstrate how they might successfully manage the enterprise in a sustainable way.

Discussions with a neighbouring authority were also unsuccessful in finding an alternative outcome.

Net spend for Thrift Farm is £436k. A total of 68 clients, 36 are Buckinghamshire County Council and the remainder are from Milton Keynes/ other local authorities, or are privately funded.

The Council is committed to ensuring its services;

- manage risks appropriately to provide safe support
- promote independence and support users to achieve their identified outcomes, promote best practice and demonstrate best value for money

Proposal

- Explore and consult on the future options for the Adult Social Care and Support offer at Thrift Farm and for the users of the service
- Request that the cabinet member be given delegation to take a decision following consultation regarding the final proposal and implementation plans

Alternative options for model of Thrift Farm

- Do nothing – this option is not appropriate as this service model is not now providing adult social care best practice and significant investment would be required to develop the site to an appropriate standard
- Commission existing service with external provider(s) – an RFI stimulated limited interest from external providers
- Joint venture with other local authorities who place people at Thrift Farm – this option was explored, whilst other local authorities have previously wanted to place individuals there was no interest in joint development

- **Reablement**

The aim is to develop the service to provide the right support at the right time in the right place and creating opportunities for people to improve their health and wellbeing, achieve personal goals and live as independently as possible.

The approach draws on people's strengths and those of their local communities, including the voluntary and community sector. The approach will avoid/minimise reliance on support of health and social care.

The current model of reablement benchmarks behind highly performing areas and there is confidence that outcomes could improve significantly with reablement as an integral part of an intermediate care service.

The total budget for this service is £1,744k. From April -July 2017, reablement supported per month an average of 219 clients, who received 2,600 hours of support over 5,870 visits.

Proposal

- Develop a single integrated health and social care intermediate care service, including the BCC Reablement team, and Bucks Healthcare Trust (BHT) Rapid Response and Intermediate Care (RRIC) teams
- Request that the cabinet member be given delegation to take the decision regarding the final proposal and implementation plans

Alternative options for model of supported employment

- Do nothing – this option is not appropriate given the current underperformance of the service
- Commission existing service with external provider(s) – this option is unlikely to result in a best performing service or to enable an integrated approach with health

B. Other options available, and their pros and cons

Whilst this report highlights the overall strategic direction for Direct Care and Support services, there will be dedicated work streams for each service which will require tailored consultation, engagement and co-production with relevant stakeholders. There are also Equality Impact Assessments in place and which will be regularly reviewed for each work stream.

C. Resource implications

Plans for Direct Care and Support services have been designed to achieve the greatest value for money and meet savings targets, including for the Medium Term Financial Plan (MTFP) and for the adult social care Transformation programme. The MTFP target for Direct Care and Support services for 2018-19 is £400k - £330k has already been delivered but there is a discrete target within the remaining £70k target amount for Thrift Farm of £60k that has yet to be realised. The total cumulative savings target for Direct Care and Support services for 2019-20 is £524,230.

D. Value for Money (VfM) Self Assessment

Large parts of the current model of Direct Care and Support services are not either being fully utilised and/or they are not able to offer the most enabling and flexible forms of support. The new vision for adult social care outlined earlier in this report moves the Council away from traditional models of social care and places a much greater emphasis on person centred planning for maximising independence and utilisation of community assets.

As each work stream is developed, further focus on financial rigour and value for money will be undertaken.

E. Legal implications

Legal advice will be sought throughout the lifetime of the programme to address issues as identified.

Provision of community care services for adults are governed by the provisions Care Act 2014 and its associated Guidance, and where eligible needs are identified, the necessary provision to meet those needs must be set out in a care and support plan. Care plans should be kept under review and changes to the plan should follow a review of needs in most cases, and ensure that the care plan meets current need.

Any changes to services currently identified as provision to meet eligible need should be considered in a review of the supported person's needs and be reflected in a revised care plan

When considering consultation, the Council should be aware of the principles set out in relevant case law

R v Brent London Borough Council, ex parte Gunning, (1985) 84 LGR 168 identified what are known as the Gunning principles; these are that:

- Consultation must be at a time when proposals are still at a formative stage;
- The proposer must give sufficient reasons for any proposal to permit of intelligent consideration and response;
- Adequate time must be given for consideration and response; and
- The product of consultation must be conscientiously taken into account in finalising any statutory proposals.

These were specifically endorsed by Lord Wilson in *R (Moseley) v London Borough of Haringey* [2014] UKSC 56 and noted as a 'prescription for fairness'.

Equality Impact

S149 of the Equality Act requires public authorities in the exercise of their functions to have due regard to the need to

(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The Council will be undertaking Equality Impact Assessments in respect of the proposals identified in the report, and the outcome of those assessments will be available with the outcome of the consultation.

F. Property implications

Services within the programme currently utilise a number of Council owned properties.

We have been working closely with colleagues in Major Assets to work through the detail and implications that the preferred options will have on respective properties.

G. Other implications/issues

The ethos of the programme is to enable people to identify a range of alternatives for short breaks and day activity services to meet the varying needs and aspirations of the people using the services; and to use buildings-based provision when it is the only suitable option for those with very complex behavioural or physical needs. This approach compliments the developments in Adult Social Care in line with the Better Lives Transformation Programme, adopting a fundamental approach of promoting independence and reducing reliance on long-term services. This is supported by a training programme for operational staff and development of new practice standards, all of which will be fully embedded to ensure that we deliver in line with this new ethos.

H. Feedback from consultation, Local Area Forums and Local Member views

This report sets out the high level strategic direction and we will consult with all key stakeholders for each respective area as work streams are developed.

I. Communication issues

Communication will be managed using a robust plan, prepared in partnership with the Council and CCG Communications Team.

As there are multiple services and stakeholders involved, communication will be tailored accordingly.

J. Progress Monitoring and Review

The delivery of this programme will be reported and monitored through internal governance routes as part of the wider ASC Transformation Programme.

Your questions and views

If you have any questions about the matters contained in this paper please get in touch with the Contact Officer whose telephone number is given at the head of the paper.

If you have any views on this paper that you would like the Cabinet Member to consider, or if you wish to object to the proposed decision, please inform the Democratic Services Team by 5.00pm on Friday 20 April 2018. This can be done by telephone (to 01296 382343), or e-mail to democracy@buckscc.gov.uk