



**Brighton & Hove
City Council**

**ADULT SOCIAL CARE & HOUSING
OVERVIEW & SCRUTINY COMMITTEE
ADDENDUM**

4.00PM, THURSDAY, 8 JANUARY 2009

COUNCIL CHAMBER, HOVE TOWN HALL

ADDENDUM

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	<i>Wards Affected: All</i>	

**ADULT SOCIAL CARE & HOUSING
OVERVIEW & SCRUTINY COMMITTEE**

Agenda Item 53

Brighton & Hove City Council

Subject: *Review of Learning Disability Day Services*

Date of Meeting: 8th January 2009

Report of: *Director of Adult Social Care & Housing*

Contact Officer: Name: *Naomi Cox* Tel: 29-6400

E-mail: naomi.cox@brighton-hove.gov.uk

Key Decision: Yes Forward Plan No: HSG 2189

Wards Affected: All

FOR GENERAL RELEASE

The special circumstances for non-compliance with Council Procedure Rule 23, Access to Information Rule 5 and Section 100B(4) of the Local Government Act as amended (items not considered unless the agenda is open to inspection at least five days in advance of the meeting) are that the department wished to allow the maximum time for consultation.

1. SUMMARY AND POLICY CONTEXT

- 1.1 Learning Disability Day Services provide support enabling service users to engage in a range of day activities and opportunities. In many cases this support also provides essential respite for carers and family members.
- 1.2 In September 2007 the Adult Social Care and Health Committee endorsed a vision for the future of day services. This vision was of a person-centred service empowering people to pursue day activities of their choice.
- 1.3 A subsequent review of Learning Disability Day Services identified areas of improvement to make the services more person-centred, more flexible and more efficient within the current budget, in line with the 'Personalisation' of adult social care services as outlined in the 'Putting People First' concordat published in 2007.
- 1.4 The proposed change has been consulted on during a 12-week formal consultation followed by an additional period of consultation requested by the Cabinet Member, a summary of the outcomes of which are reported below. The results of this consultation will be considered by the Cabinet Member for Housing in February 2009.

2. RECOMMENDATIONS

- 2.1 That Adult Social Care and Housing Overview and Scrutiny Committee note the report and the direction of travel for day services in line with the Valuing People White Paper and the likely content of the Valuing People Now update.

3. RELEVANT BACKGROUND INFORMATION/ CHRONOLOGY OF KEY EVENTS

- 3.1 In 2006 the Improving Day Services working group of the Learning Disability Partnership Board completed a self-audit of day services using government toolkits supplied by the Valuing People Support Team. The audit identified several key issues and questions about the current methods of service delivery.
- 3.2 In 2006 the Learning Disability Partnership Board endorsed the recommendation that a review of day services be undertaken to determine a vision and direction for future service delivery.
- 3.3 In 2007 the Lead Commissioner for Learning Disabilities hosted two visioning days to consult stakeholders about the future of day services. The vision was reported to the Adult Social Care and Health Committee in September of 2007
- 3.4 December 2007 the Learning Disabilities Modernisation Project Board initiated a review of in-house day services. The outcome of this review is the recommendations in this report
- 3.5 The government's 'Valuing People Now' paper is expected to recommend a reduction in the use of building-based day services in favour of more flexible and mainstream service delivery. ('Valuing People Now' has been consulted upon nationally and we are awaiting its publication. This is an update of the 'Valuing People: A New Strategy for Learning Disability for the 21st Century' White Paper that was issued in 2001).

4. CONSULTATION

- 4.1 The formal 12-week consultation ran from 7 July to 28 September. It involved all key stakeholders: service users, family carers, the Learning Disability Partnership Board and key partners in the 3rd sector. We took account of accessible ways of communicating with our service users given their specific communication needs as a result of their learning disabilities.

- 4.2 Responses received:

Service Users: 103 individuals responded to this consultation, with assistance from the Day Services' staff. 70 service users participated in speak up groups facilitated by an independent advocacy organisation. An independent person-centred planning facilitator audited 37 service users' person-centred plans.

Carers and families: 14 individual responses and 32 people contributed to group responses.

Staff: 20 individual responses and five in-house day service staff teams, two residential staff teams and one management team sent group responses. Unison attended project team meetings.

Other organisations and groups: Better Lives steering group, Carers Centre, Speak Out network Big Meeting, and a public consultation event.

5. CONSULTATION FINDINGS

5.1 The feedback received fell broadly into distinct themes:

- What people like about the current day services
 - Consistency & safe, secure environment
 - Trained, experienced, familiar staff
 - Variety of activities or options available to service users
- Responses to the proposed change
 - More options will be available for service users
 - Will reach more people than at present
 - Difficult for people with learning disabilities to make informed choices
 - Residential services need more resources in order to provide day support
 - Some service users might not get all the opportunities they get now
- Emphasis on the importance of changes being carefully planned and personalised (or avoided all together)
 - People with learning disabilities find change very difficult
 - Belief that change is the same as loss
- Belief that this is a plan to save money and reduce services (also confusion and queries about self-directed support)
 - Lots of statements about anticipated day centre closures
 - Lots of questions and queries about self-directed support in the future

6. FINANCIAL & OTHER IMPLICATIONS

Financial Implications:

6.1 The day services budget for Learning Disabilities is £1.926m (Gross budget of £2.061m less income of £135k). The creation of the new team will only be possible as demand on existing services eases, which will create a pressure on the community care budget over the next 2-3 years. Quantification of the pressure depends on the number of clients moving and the reprovision costs. Any resulting pressure should be managed through the Financial Recovery Plan (FRP) process already in place. The unit cost for day services will increase during the implementation of the new team but once established will reduce.

6.2 *Finance Officer Consulted: Neil Smith Date: 16/12/08*

Legal Implications:

- 6.3 The report sets out the proposed changes to directly provided day services, in line with government initiatives seeking to make Adult Social Care services more person-centred, flexible and efficient.

The need to formally consult with key stakeholders has been met and consideration must be given to the outcome of that consultation. In particular, concerns expressed regarding how changes and choices are managed must be acknowledged and such changes implemented carefully and sensitively. Further, officers must ensure that day support received through residential providers continues to meet assessed need.

Staff job descriptions and roles will change under the new structure. There will need to be ongoing consultation with staff and trade unions regarding the specific implications for individual staff, in accordance with employment legislation.

Service users will need to continue to receive support as per their needs assessment – it is not suggested that eligibility will be affected by the proposed changes. The level of service provision to service users and families should not change; it should remain in-line with their assessed needs. It is only the source of the service/support that may possibly change for some (60) service users.

Lawyer Consulted: Hilary Priestley 09/10/08

Equalities Implications:

- 6.4 The purpose of these recommendations is to make a more flexible range of day opportunities available to more people with learning disabilities. This improves many people's access to services, information and activities. An Equalities Impact Assessment was done as part of the consultation process.

Sustainability Implications:

- 6.5 It is anticipated that the recommended changes would result in an increase in the use of community and mainstream services and facilities.

Crime & Disorder Implications:

- 6.6 It is hoped that the proposed changes will increase the community's capacity to welcome and support citizens with learning disabilities as they are supported to participate more fully in community services and facilities.

Risk and Opportunity Management Implications:

- 6.7 The proposed changes afford the opportunity to meet the government and council's move towards personalisation of services.
- 6.8 The proposed changes afford the opportunity for existing day services to further develop the aspects of the services that are most in demand. The services would be empowered to work in partnership even more frequently which also gives service users more choice.

- 6.9 The day services could move towards the user driven market, which is the model of future social services.

Corporate / Citywide Implications:

- 6.10 The changes proposed should enable people with learning disabilities to be more active participants in the life, activities and facilities of Brighton & Hove.

7. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 7.1 Leaving day services as they are: This is not possible due to government guidelines and requirement to provide a more flexible and person-centred service that is less building based.
- 7.2 No longer providing staffed places at a day centre to people living in staffed accommodation: this would affect approximately 60 of our service users. The current recommendation encourages accommodation services to take a much more active role in the provision of day support while still providing service users with access to the knowledge, expertise and resources of the day services through the day options team.
- 7.3 Decommission day services: This would be a wholesale withdrawal of service and would put service users at great risk and is therefore not recommended.

8. REASONS FOR REPORT RECOMMENDATIONS

- 8.1 To ensure we are providing a personalised range of day options to people with learning disabilities in the city in line with national requirements that will fit with the personalisation of Adult Social Care.

SUPPORTING DOCUMENTATION

Documents in Members' Rooms: None

Background Documents

1. Learning Disability Day Services Review (Adult Social Care Committee Report 17th Sept 2007)
2. Valuing People White Paper 2001 & Valuing People Now.
3. Putting People First 2007
4. Having a Good Day - Social Care Institute for Excellence 2007.

Subject:	<i>Adult Social Care and Housing and S75 Financial funding and pressures</i>		
Date of Meeting:	<i>8th January 2009</i>		
Report of:	<i>Director of Adult Social Care and Housing</i>		
Contact Officer:	Name:	<i>Anne Silley</i>	Tel: 29-5065
	E-mail:	<i>Anne.silley@brighton-hove.gov.uk</i>	
Wards Affected:	All		

FOR GENERAL RELEASE

The special circumstances for non-compliance with Council Procedure Rule 23, Access to Information Rule 5 and Section 100B(4) of the Local Government Act as amended (items not considered unless the agenda is open to inspection at least five days in advance of the meeting) are that the report could not be concluded prior to the despatch of the agenda.

1. SUMMARY AND POLICY CONTEXT:

1.1 The report sets out for information the funding streams that support the Adult Social Care and Housing and the S75 budgets and how these are utilised. It also explains the service pressures that impact on these budgets.

1.2 Budget pressures and efficiency savings and the overall budget package for 2009/10 will be reported through to Overview and Scrutiny Commission in February in line with the agreed budget process.

2. RECOMMENDATIONS:

2.1 That the Committee note the financial and funding arrangements for the Adult Social Care and S75 budgets and the pressures that arise.

3. RELEVANT BACKGROUND INFORMATION:

3.1 Funding

Adult Social Care Budgets are split between mainstream which cover staffing budgets and in house services and community care where services are purchased/ contracted with the independent sector to meet the assessed needs of individual service users. The City Council funds net costs of service provision. The PCT meets the costs of entitlements to Free Nursing Care and Continuing Health Care and part funds joint posts and other joint working arrangements and initiatives. Service Users are financially assessed to contribute towards chargeable services including homecare, day care, residential and some nursing care. Other significant income streams are government grants, Supporting People, Independent Living Fund and housing benefit contributions.

Services provided under S75 arrangements are jointly commissioned and funded by PCT and the City Council with budget contributions agreed each

year. Income streams referred to above apply. Under S75 arrangements the Council retains the responsibility for assessment and funding of social care needs. Learning Disability Services are provided through the City Council. Mental Health and Substance Misuse Services are provided through Sussex Partnership Trust. The Integrated Community Equipment Store, Intermediate Care and HIV/AIDS services are provided by South Downs Health Trust.

Strategic Housing budgets cover housing strategy, housing needs, homelessness and Supporting People. Significant income streams include government grants, housing benefits, and rental income.

3.2 Pressures experienced in 2008/09

Financial pressures experienced in the current financial year as a result of:

- Full year effect of growth in number of Physical Disability service users in 2007/08
- Full year effect of increase in adult mental health service users and high unit costs
- Pressures on Acute Trust to reduce lengthy of stay and of bed closures-knock on effect on Community Care budget
- High cost placements- ensuring that all potential income streams are identified. Disputes with PCT over funding.
- Challenging efficiency savings targets in particular on homecare.
- Challenging Financial Recovery Plan to achieve budget and 3% efficiency savings
- In house services are facing staffing pressures and income shortfalls
- Increased demand and high cost placements for Mental Health services and slow delivery against Financial Recovery Plan
- Increased demand for equipment delivered through the Integrated Community Equipment Store

3.3 Pressures expected in 2009/10

Budget pressures and efficiency savings and the overall budget package for 2009/10 will be reported through to Overview and Scrutiny Commission in February in line with the agreed budget process.

The information below sets out the key pressures within the Adult Social Care and Housing Directorate.

On Adult Social Care:

Demographic budget pressures from anticipated growth of new physical disability service users equivalent to 11 Whole Time Equivalents and the full year effect of growth experienced in 2008/09. Demographic information indicates a small decline in Older People.

Changes in grant funding-including reduction in Preserved Rights grant and the Supporting People grant.

Other pressures identified include impact on provider fees from the implementation of the Working Time Directive and Fairer Contracting, and Energy Costs.

Further pressures have been identified including potential fines from Delayed Transfer of Care, addressing historic deficits and the impact on services from no inflationary increase on Supporting People.

The cash limited budget assumes that inflationary pressures can be managed and efficiency savings of 3% can be delivered within the 0.5% uplift on the base budget. In 2008/09 the financial recovery plan is addressing significant unexpected in year pressures and is likely to have a shortfall.

On Learning Disabilities:

Anticipated growth pressures of new services users equivalent to 33 Whole Time Equivalents based on previous years trends and demographic information for 18-64 year olds. In addition the number of service users transferring from CYPT to Adults transitions is estimated at 17 Whole Time Equivalents.

Pressures to manage include the delivery of the financial recovery plan for 2008/09 and managing demand.

On Health Led S75 services:

No demographic growth anticipated. Potential funding pressures of the Dementia Care at Home service for Older People with Mental Health needs. On Adult Mental Health Services the full year effect in 2009/10 of increased demand in 2007/08 and 2008/09.

A financial recovery plan has been put in place in the light of the 2008/09 pressures, further detail is awaited from Sussex Partnership Trust on the expected results of this and the full year effect on 2009/10.

Increased demand on equipment provided through the Integrated Community Equipment Services expected to lead to a financial pressure. Due to the complexities of commissioning of equipment further analysis is required and options considered to address all aspects of the Integrated Community Equipment Service budget. This will be led by South Downs Health Trust, and involve the PCT and City Council.

4. CONSULTATION

4.1 None

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

5.1 As set out in the main report

Finance Officer Consulted: Anne Silley Date:22nd December 2008

Legal Implications:

- 5.2 The report is for noting only and no specific legal implications arise from this report

Lawyer Consulted: Hilary Priestley Date: 23 December 2008

Equalities Implications:

- 5.3 There are no direct equalities implications arising from this report.

Sustainability Implications:

- 5.4 There are no direct sustainability implications arising from this report.

Crime & Disorder Implications:

- 5.5 There are no direct crime and disorder implications arising from this report.

Risk and Opportunity Management Implications:

- 5.6 The council's revenue budget and Medium Term Financial Strategy contain risk provisions to accommodate emergency spending, even out cash flow movements and/or meet exceptional items.

Corporate / Citywide Implications:

- 5.7 The Council's financial position impacts on levels of Council Tax and service levels and therefore has citywide implications.

SUPPORTING DOCUMENTATION

None