

WIRRAL COUNCIL

CABINET 16 OCTOBER 2008

REPORT OF THE DIRECTOR OF ADULT SOCIAL SERVICES

DEPARTMENT OF ADULT SOCIAL SERVICES

PROGRESS TOWARDS THE TRANSFORMATION OF ADULT SOCIAL SERVICES

1. EXECUTIVE SUMMARY

- 1.1 *Delivering the Transformation of Adult Social Services is critical to the Council's strategic objective: To improve health and wellbeing for all, ensuring people who require support are full participants in mainstream society. In particular the programme gives focus to the improvement priority of 'promoting greater independence and choice'. The report involves a number of key decisions, first identified in the forward plan in December 2007.*
- 1.2 *The decisions required in this report will also enable the Director of Adult Social Services to deliver cashable efficiencies over the medium term as outlined in his report to Cabinet of 4th September 2008. These are integral to achieving a stable and sustainable budget; however Cabinet have recognised the requirement for bridging finance in the short term to allow savings to take full effect.*

2. BACKGROUND

As the transformation agenda gathers pace there is a need to make changes to the mix and type of support services being offered. A greater proportion of the resources available to the Council, and allocated to Adult Social Services, will be focussed on inclusive community support services that people want, as expressed by them in their individual budgets. To enable this to happen, while at the same time delivering the real savings needed to balance the budget a number of key decisions are now sought from Cabinet.

The new offer to people who use services in Wirral requires significant changes to the way in which services are commissioned. The most fundamental shift is around enabling people to take control over what services they access to meet their assessed need. With the implementation of Individual Budgets from December this year many people will have this express choice for the first time. No longer will there simply be a menu of traditional services (*eg day care, home care, meals, transport, residential care etc - purchased or provided by the Council*). Instead people will be able to plan and organise the support they need when and where they want it and who provides it. To facilitate this, services will be required to be flexible and ensure greater clarity in terms of cost, quality and availability. The proposals in this report will also have an important impact on the Department's Value for Money Profile due to be reported to a subsequent Cabinet.

To illustrate the potential impact on Council-run services:

- (a) an hour of home care provided by the Department costs in excess of £25, whereas the same level of service can be readily purchased from the independent sector at a cost of between £12 and £15.
- (b) a week's stay in a Council run Residential home costs £600; and the average cost in a private home costs £360;
- (c) attending a Council-run day centre 5 times a week costs £300; people in control of that expenditure will have the right to choose to access other community services.

3 MATTERS REQUIRING CABINET AUTHORITY

3.1 Capital Strategy

- 3.1.1 Cabinet have agreed the closure of Feltree House as part of the Department's Capital Strategy. Consultation was conducted with staff and people who use services during 2007 and the reason for the decision was clearly understood and accepted by the people affected. The original proposal was to close the home in 2010. However because of the changing shape of the market, driven by helping more people to live at home, and the need to make efficiencies in year, Cabinet, in July 2008, agreed to bring forward this date to summer 2009. Cabinet are advised this could be brought further forward to December 2008 which would deliver £170,000 savings in 2008-09 and £505,000 per annum thereafter assuming the staff are redeployed or leave the Council's employment.
- 3.1.2 Members are reminded that Feltree is registered to provide 19 beds. There are currently 2 people who live there on a permanent basis. Both are in their 80's and have been in the care system for some time. They are aware of its plans for future closure and will be offered alternative accommodation in a home elsewhere in Wirral of their choice that is better suited to meet their ongoing needs. The remaining 17 beds are used for respite care. The home also offers up to 25 day care places. The proposal to close it in December 2008 would mean the 25 day care places being offered within existing day centres (*including that provided by the Third Sector*), and the residential capacity purchased from the independent sector where the latest figures confirms there are over 300 empty beds available.
- 3.1.3 Cabinet on 9th July 2008 agreed to further consultation in relation to developing Intermediate Care services in Wirral. The Commissioning Strategy for this is nearing completion. It is already clear that the most desirable solution to meet people's needs and aspirations is 'intermediate care' provided as far as possible in people's own homes. Where this is not possible it will most appropriate to provide this care in a nursing or dual registered environment which cannot legally be provided directly by the Council. For this reason Members are advised there is no longer a business case to support the development of Poulton House as an Intermediate Care provider. It is

recommended therefore that the Capital programme be amended and the £1.5m provision set aside for the development of Poulton House be cancelled.

- 3.1.4 Proposals for the future use of Poulton House will be presented to a future Cabinet following extensive consultation with staff and people who use services. Members are advised to note the development on the adjacent site (former Somerville School on Gorsey Lane, Wallasey) which will create 70 extra care housing units. Without prejudicing the outcome of this consultation this development may present opportunities for future investment. At this stage it is proposed to maintain provision at Poulton House for the next three years which will ensure capacity is available to deliver Intermediate Care and respite services whilst the market undergoes further managed change.
- 3.1.5 A further report on the Capital Strategy and the future place of directly provided services will be presented to Cabinet on 6th November 2008.

4.1 Reform of out-of-home support Services

4.2 As part of the Budget 2008-09 Council agreed a target to reduce spending on Daytime Services by £700,000.

4.3 Actions are underway to meet this through reduced use of overtime, enhanced hours and reduced use of agency staff to cover vacancies and sickness. A further contribution is being made through the renegotiation of prices paid in the independent sector for day services for people whose cannot be met safely within Council run centres. However the potential for slippage was reported to Cabinet as a contributing factor to the potential overspend in 2007-08. In the light of this the following actions are proposed:

4.3.1 Continue the review of the needs of people who attend day services to ensure the support offered remains compliant with "Fair Access to Care" criteria. Where it is not, these services should be withdrawn and people signposted to alternative community services and advice. The resultant capacity will then be offered to people whose needs are currently being met by independent providers. This process has been ongoing throughout the year and is projected to deliver £300,000 towards the projected overspend. The accounts are now showing this level of reduction in independent sector spend and the target will be achieved if sustained for the remainder of the year.

4.3.2 Re-assign the day services offered at Seacombe Day Centre in Wallasey and absorb that capacity within other Day Centres including those provided by Age Concern where a block contract exists. This will save £60,000 in a full year. 9 people will be affected and the Department is confident this level activity can be absorbed.

4.3.3 Standardise the price charged for meals across all Council services. The proposal is to charge the price is that currently charged for a meal delivered to people in their own homes (£2.60). This has potential to raise an additional £50,000 in a full year.

- 4.3.4 It is also proposed to consult on the future practice of making 'incentive' payments to people with a learning disability who attend day centres where there is 'work type' activity. This option needs to be included within the reform of out of home activity and will save approximately £60,000 in a full year if implemented.
- 4.3.5 Further efficiencies may be achieved by renegotiating the financial contributions of the statutory commissioning bodies to third sector providers of 'out-of-home' activity. A target of £50,000 is proposed.
- 4.3.6 Suspend all external, permanent recruitment to vacant posts within day services to maximise redeployment opportunities for staff who may be affected by other transformation projects. The risk here is that staffing levels may reduce to a point that Council may have to consider temporarily reducing opening times in some Centres, or providing day time activities for people in fewer centres.

4.4 Helping People to live at home

- 4.4.1 Cabinet have agreed the direction of travel for in-house home care which is that the Council focuses its provision on re-ablement Services (Home Assessment & Reablement Team) and ceases to be a provider of long term home care which is offered under contract by the independent sector at approximately 50% of the cost of in-house services. This clarity of role, and transfer of services will meet the Department's remaining Service Re-engineering savings target of £1,295,000. The process is underway and the projected efficiencies of £550,000 in the current financial year were reported to Cabinet in September. However in order to maintain progress and deliver the full year target in 2009-10 it is necessary to suspend all new referrals to the current in-house home care service and make arrangements for the transfer of long term care packages currently provided in-house to the independent sector. A number of people from this service have requested consideration of Early Voluntary Retirement, however delays in obtaining settlement figures and agreeing dates of retirement that ensure service continuity whilst the transfer takes place might mean some of the savings slip into 2009-10.
- 4.4.2 The Council has retained a practice of making Holiday Grants for people who are registered disabled. It is currently £25 per person, paid on application, and approximately £4,000 is paid out each year. It is not considered an essential aspect of maintaining people in their own homes, and conflicts with the move towards Individual Budgets; therefore it is recommended to cancel this practice with immediate effect.
- 4.4.3 Whilst not policy changes in themselves the following actions are reported to Members for information. These are consistent with the direction of travel and important aspects of "value for money procurement"
- (a) Many people continue to have a meal prepared for them in their own home as specified in their care plan. This task is undertaken by the home care service (be it Council run or private) who may have a range of other

personal care duties to fulfil in the time specified for their visit. It is proposed to transfer this element of their support package to the Council's contracted meals provider (I-care) in line with Council policy, so instead a cooked or frozen meal will be delivered. An evaluation of the potential savings by reducing the time support staff have to spend in people's homes, linked to the E-monitoring project implemented in 2007, is currently underway and will be reported to a subsequent Cabinet.

- (b) A similar aspect of home care is the practice of calling at people's homes, who are living in vulnerable situations, to make sure they are 'safe and well'. As the service modernises there are better, more efficient ways of monitoring this through tele-monitoring and assistive technology. Members are advised these changes are underway as part of the ongoing review process and that there is a potential increase in contact by members of the public. It is being undertaken gradually on a case by case basis in order to maintain, if not increase, peoples' confidence in their ability to remain living at home safely.

4.5 Discretionary Charging for Support Services

- 4.5.1 Following an extensive period of consultation, Council in March 2006 agreed a three year staged increase in the charging policy for non-residential support. April 2009 is the final stage of this increase which will result in a charge of 75% of disposable income (currently 60%) for people who are helped to live at home.
- 4.5.2 This consultation has continued throughout the summer and has focussed on services delivered outside of people's homes in particular day care. The outcome of this exercise is that it is recommended that people with mental health needs who only receive day care be excluded from charging. Charging is reported by people who use services and professionals as a barrier to them accessing services which tend to be short term and rehabilitative in nature and can have a negative impact on their potential recovery. Furthermore assessed income from this group is low and may be seen to cost more to collect than is raised.
- 4.5.3 The final element of the charging policy is the rate applied for people who have savings of more than £25,000. The rate from April 2009 is to be £12.70 per hour. However this is still less than the actual cost to the Council and members may wish there to be further consultation with people about removing this subsidy in 2009-10 potentially raising an additional £160,000 per year.
- 4.6 The proposals and direction of travel outlined in this report do not address the full financial target of achieving a balanced budget this year. Further proposals will be presented in November 2008 in order to further address the in-year pressures and lead to budget stability in 2009-11.

5 **FINANCIAL AND STAFFING IMPLICATIONS**

- 5.1 The Financial implications of the various policy options are detailed in the report. The earlier these actions are implemented the greater the impact on the projected overspend previously reported to Cabinet.
- 5.2 The potential efficiencies detailed in paragraphs (3) and (4) total £710,000 in 2008-09 and £2,124,000 in 2009-10. However this does not include the potential savings arising from actions in paragraph 4.4.3 as these still need to be quantified. Members are advised these are necessary to deliver the savings targets already agreed and included in the Budget and therefore help to offset the financial deficit reported to Cabinet. At this stage they are considered unlikely to improve the projected outturn in 2008-09 of £3.5m however the full year impact is a significant step to achieving a balanced budget in the following year.
- 5.3 The final shape of the Department's management structure has now been agreed by the Chief Executive under his delegated authority. A full structure chart will be provided to Members and people who use services to promote, and make it easier, for people to access the service they want to.
- 5.4 Appropriate functions are being assigned under each Branch, and agreed savings are on target to deliver the following in a full year. However members are advised that as result of slippage finalising the structure because of the need to fully engage with staff and their Trade Unions the projected cashable efficiencies in 2006-07 (taken account of in the current projected overspend) is approximately £500,000. The structures in relation to (a) and (b) are fully in place and implementation of (c) and (d) commences in October 2008.

	£	
(a) Reduction in Admin (SWIFT)	150,000	Finance & Performance
(b) Reduction in Human resources	250,000	Finance & Performance
(c) Reduction in Fieldwork	250,000	Access & Assessment
(d) Management & Support	425,000	Departmental
Total approved staffing savings	1,075,000	

- 5.5 Staff across the Department have been invited to consider Early Voluntary Retirement as an option. To date there have been 420 expressions of interest however there is no certainty they will progress their application or whether they are from the right place and employment category. Whilst the Department remains confident the changes can be delivered without the need for compulsory measures, as the Transformation Programme progresses this option cannot be ruled out, particularly in relation to directly provided services. The reality is that services, will be replaced by a new range of integrated, inclusive community services that will demand a reshaping of the numbers and skill mix of the workforce across health, Social care and the private sector. DASS workforce Plan will seek to ensure this is a managed process and that a smooth transition for all people (staff and people who use services) and functions is optimised.

5.6 The Department is committed to maintaining effective industrial relations with staff and Trade Unions and will continue to use the Joint Consultative Committee and other methods to ensure there is full and meaningful communication and consultation on all proposed developments.

6 EQUAL OPPORTUNITIES IMPLICATIONS

6.1 All of the projects supporting the Transformation Programme are subject to equality impact assessments ensuring people living in vulnerable circumstances and those from minority groups are not adversely affected.

7 COMMUNITY SAFETY IMPLICATIONS

7.1 The Personalisation Agenda cross all domains of personal life. The Integration and Localisation agenda heralds new working relationships with other community and statutory agencies promoting joined up services delivered at a more local level. New links are being formed with Merseyside Fire and Rescue and Merseyside Police to add capacity to supporting people in crisis and wherever possible preventing that crisis through earlier intervention and support.

8 LOCAL AGENDA 21 IMPLICATIONS

8.1 New business processes to underpin the new offer from DASS are to be more streamlined with less duplication in terms of accessibility and process. New working practices demand greater flexibility and enhanced use of technology, thereby reducing the need for paperwork and staff travel.

9 PLANNING IMPLICATIONS

9.1 These will emerge as services are re-configured. Particular implications will arise from supporting more people in Supported Living and Extra Care rather than traditional residential and nursing care, and the reform of daytime services.

10 ANTI POVERTY IMPLICATIONS

10.1 This is a key feature of the shift to low level, preventative services. DASS has integrated delivery and management arrangements with the Department of Work and Pensions in order to promote the take up of Pension Credit and Attendance Allowance, and has an effective Welfare Benefits Service providing advice and support to the whole population of Wirral.

11 SOCIAL INCLUSION IMPLICATIONS

11.1 Also key, is the development of socially and universally inclusive community based services.

12 LOCAL MEMBERS SUPPORT IMPLICATIONS

12.1 The move towards three Locality Structures will have an impact on all wards and ensure there is equality of access and provision whilst recognising the particular needs of diverse communities.

13 BACKGROUND PAPERS

13.1 None used in the preparation of this report.

14 RECOMMENDATIONS

14.1 It is recommended that Cabinet agrees:-

- (a) the closure of Feltree House by December 2008,
- (b) the project to develop Poulton House as an Intermediate Care Centre and the related provision within the Capital Programme be cancelled,
- (c) the re-assignment of day services from Seacombe House to other Day Centres, and the closure of Seacombe House Day Service,
- (d) the standardisation of meals charges to £2.60 per full meal,
- (e) to consult on the future of Incentive Payments in day services,
- (f) the Director of Adult Social Services be authorised to re-negotiate the financial contribution to third sector providers of 'out-of-home-activity,
- (g) to transfer of the remaining long term home care service provided by the Council to the independent sector,
- (h) to cancel the practice of making Holiday Grants to people with a disability,
- (i) to waive charges for people with mental health needs who only access day services,
- (j) to consult on the proposal to increase the unit price of home care for people with more than £25,000 savings from £12.70 to the full cost incurred by the Council from April 2009
- (k) to note the management actions contained within the report in order to contain the projected overspend.

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