

Healthier Communities Select Committee			
Title	Remodelling Lewisham Council's Day Service Offer and Associated Transport including Evening Club Provision		
Contributor	Executive Director for Community Services	Item	6
Class	Part 1 (Open)	14 January 2015	

Reason for Urgency

The report has not been available for 5 clear working days before the meeting and the Chair is asked to accept it as an urgent item. The report was not available for despatch on Tuesday 6 January due to finalising the implications of paper. The report cannot wait until the next meeting due to the Council's savings programme timeframes.

1. Summary

- 1.1. This report sets out proposals as to how day services and related transport could be remodelled to deliver the £1.3m of savings that was previously considered by Mayor and Cabinet on 12th November 2014. It includes a number of options and associated recommendations which will be presented to Mayor and Cabinet on February 11th 2015 for agreement to consult. The recommendations reflect the current focus of Adult Social Care services on delivering the national and local strategic agendas of personalisation and community inclusion.
- 1.2. The recommendations include a change to the configuration of the in-house day service provision, the consolidation of the directly managed transport offer, the consolidation of the older adults day service offer and a wide spread application of personal budgets through direct payments. The paper also includes a recommendation to reduce the Council's financial support for transport to evening clubs.
- 1.3. As part of the reconfiguration of the Council's directly managed service, the report recommends that of all of the four existing day centres (Ladywell, Leemore, Naborhood and Mulberry) be retained and their function expanded for use as community hubs. This option is to be considered in parallel with set of proposals being managed by the Culture and Community Development Team's review of its grant aided organisations and its assets.
- 1.4. The recommended options have implications both for service users and their families; and for staff employed by the Council. There will be a requirement for formal consultation with both clients and staff on a number of recommendations. The report also sets out an outline

consultation timeline which reflects this. Part year savings will be made in 2015/16 with the remainder being realised for by the beginning of 2016/17.

2. Recommendations

- 2.1. The Healthier Communities Select Committee are requested to note and invited to comment on the proposals for the future modelling for day services and transport, and their associated savings, which will be recommended to Mayor & Cabinet in February 2015 as follows:
- 2.2. To agree that officers can commence a formal 3 month consultation with service users and their families for the following proposals. The results of that consultation will reported back to Mayor and Cabinet
- 2.3. That the Ladywell Centre be identified as the core complex needs centre for adults with disabilities and be the recognised as the main office base for the in-house provision. Mulberry, Naborhood and Leemore are retained as community hubs but with a specific day service presence.
- 2.4. That the Intensive Support (ISR) service for people with profound learning disabilities and complex needs currently at Leemore to move to Ladywell.
- 2.5. That a review of service provision for those adults needing only 'light touch' support be undertaken to provide for their needs to be met by more effective means that directly commissioned services. A drop in service would be suitable for those existing service users who may only need 'light touch' support.
- 2.6. That the Council's directly provided day service offer for those people with complex needs will be consolidated. This means the specialist Dementia Service, Challenging Needs Service (CNS) and the Intensive Support Service (ISR) and the sheltered employment schemes.
- 2.7. That the older adults' service users (non-Dementia service) offer be consolidated with the existing providers of older adult day services in the borough; Cinnamon Court, Cedar Court and the Calabash Centre.
- 2.8. That all other service users to be allocated a personal budget/ direct payment and supported to plan their own service using those budgets individually or through pooling them with others.
- 2.9. That Mulberry, Leemore and Naborhood are developed as community hubs, rather than day centres, in partnership with the Culture and Community Development Team's review of grant aided organisations and assets.
- 2.10. That these buildings become multi use centres for service delivery with an established presence for disability services but will also be used by

third sector providers who help deliver the Council's community inclusion and neighbourhood agendas.

- 2.11. That the buildings are considered as part of the Community Services Asset portfolio and thus rental and running costs are not recovered as income but agreed to be offset by savings or capital receipts that are currently related to other assets which can be rationalised.
- 2.12. That in-house Door2Door transport will be reviewed, with some routes for the most complex service users being retained, but otherwise, where an individual meets the eligibility threshold for Council funded transport, they are offered a direct payment to arrange their own transport separately or with others.
- 2.13. That the discretionary transport service to the evening clubs be withdrawn, with some discretionary transitional support put in place where there may be significant detriment for current passengers who live on their own or at home with their families.
- 2.14. To note that should these proposals be agreed by a future Mayor and Cabinet a further formal 28 day consultation with staff in both the in-house day service and in-house transport service will be required.
- 2.15. The change to transport arrangements for the evening clubs does not require formal consultation as these are not commissioned services and people are not referred to them as part of their care plan. However, there will be discussion with service users and their families which will be managed as a separate process within the same timescale.

3. Policy context

- 3.1. The function of Adult Social Care is to ensure that vulnerable adults receive services appropriate to their needs within the framework of statutory duties and agreed policies. For adults, this is determined through the completion of an assessment in accordance with section 47, of the NHS and Community Care Act (1990), soon to be replaced by the Care Act 2014, followed by the application of the appropriate eligibility criteria and service decisions.
- 3.2. There have been a number of government documents which set out the pathway of 'Personalisation' as a way of meeting those needs so that eligible service users have both greater flexibility about the service they receive and greater control over how they are delivered (for example: 'Putting People First' (2007); 'Transforming Social Care' [LAC (DH) 2008]; 'Caring for Our Future: reforming care and support' (2012)). These policy and guidance documents have promoted the provision of Direct Payments whereby eligible adults are given an assessed sum as cash to purchase their own service, and the local authority's role rather than being one of a direct provider of services, becomes one more focused on market development and shaping.

- 3.3. The Care Act 2014 (The Act) is the most substantial piece of legislation relating to adult social care to be implemented since 1948. It has taken previous legislation, common law decisions and other good practice guidance and consolidated them. The Care Act places a wide emphasis on prevention, the provision of advice and information, changes to eligibility, funding reform and market shaping and commissioning. This final aspect of The Act also emphasises the use of personal budgets and direct payments and requires the Council to promote appropriate service supply across the provider market and assure quality and diversity to support the welfare of adults in the community. It also requires the Council to engage with providers and local communities when redesigning service and planning for the future.
- 3.4. The final report of the Local Government Association's Adult Social Care Efficiency (ASCE) Programme published in July 2014, sets out a number of initiatives that Councils across the country have put in place to deliver services that will meet the requirements of the Care Act in the current financial climate. It sets out advice on how to agree a new contract with citizens and communities, managing demand, transforming services, improving commissioning and developing more integrated services.
- 3.5. The Programme report's 'big lessons' mirror what Lewisham is already undertaking in order to develop services which consider workforce optimisation, cultural change and creative approaches to delivering care and support while managing demand. The report offers specific focus on managing demand and utilising community offers to help deliver personalisation, prevention and early intervention; improving commissioning using outcome-based approaches which maximise independence and integrating services putting people at the centre of care and support.
- 3.6. The recommendations set out in this report seek to make further progress in the delivery of the Council's Sustainable Communities Strategy priorities of 'empowered and responsible' and 'healthy, active and enjoyable'.

4. Background

Social Care modernisation

- 4.1. Adult Social Care has been delivering a programme of modernising its local day service offer to deliver the principles of choice and control by promoting the use of personalised Budgets and Direct Payments. This programme has included looking at ways of supporting Third Sector partners in developing alternative day service offers; and how they will promote the delivery of day services in a general community setting. The principles of day service modernisation promote people as valued and active citizens, encouraging independence and particularly for working aged adults, employment.

- 4.2. As the social care Resource Allocation System (RAS) is rolled out, there is increasing scope for more personalised service responses. There has been an increase in the number of Direct Payments and Personal Budgets in Lewisham, reflected in an uptake in the use of personal assistants who support the person to directly choose their own activities and create their own timetable.
- 4.3. This work has already identified a clear reduction in the demand for services directly managed by the Council. The roll out of the social care RAS will reduce this demand still further and it is therefore timely for the Council to review its role in direct provision of day care for adults. The day service modernisation programme has also included efficiency on its list of outcomes and has looked to support the savings programme.
- 4.4. The Council has been working with partners to develop more local, and sometimes neighbourhood specific, opportunities in anticipation of legislative requirements, in particular the Care Act, which has begun the process of reshaping what is available to people as day activities. This has been achieved particularly through the 'Communities that Care' and Faith Grants programme, which are now providing a wide range of alternatives. These developments are also helping people to remain actively known within their community. Along with direct procurement activity, there is now a much wider range of choice than there was four years ago. These developments are discussed in more detail below.
- 4.5. In recognition of this shift the Community Services Division has been repositioning itself into a role more focussed on quality assurance so that provision for its most vulnerable citizens continues to meet their needs in a way that is both competent and skilled, such as developing a 'quick to view' quality assurance dash board.
- 4.6. The next step in the day service delivery programme is to strategically support the pooling of Direct Payments which will require the Council to take a more active role in supporting people to design and commission their own service provision. To help deliver this Social Care has developed the new role of Support Planners who will work with individuals and small groups to creatively think about how they want to spend their allocated financial resource.

Current service provision

- 4.7. The Council directly funds and/ or manages building based day services for 199 older adults (for 438 days) and 160 younger adults (for 584 days). 128 of the younger adults have a learning disability and 32 are adults with a complex physical disability and/ or other long term conditions. These services are delivered in seven day centres across borough, four of which are directly managed by the Council and three by the Third Sector. A breakdown of attendance at each is set out in tables 1 and 2 below.

4.8. In addition to these 359 Lewisham clients, the in-house service also supports 4 people with learning disability who are funded by neighbouring boroughs. All but one of these people were originally Lewisham residents whose families then moved to neighbouring boroughs.

4.9. Three of the Council managed centres are currently nominated as learning disability specific day centres: the Mulberry Centre in New Cross, the Leemore Centre in Lewisham and the Naborhood Centre in Sydenham. There are specific bespoke services for people whose behaviour is challenging at the Mulberry Centre (the CNS Service), and for people with a profound learning disability and complex physical support needs (the ISR service) at the Leemore Centre. The fourth centre, the Ladywell Centre, is currently nominated as a centre for older adults and people with physical disabilities. The specialist Dementia day service which was recently extended is located there.

4.10. The Council also purchases building based day services for older adults at Cedar Court and Cinnamon Court managed by Housing 21. In addition building based day services for older adults are also funded at the Calabash day centre managed by Hestia Support and Care.

Centre	5 days	4 days	3 days	2 days	1 day	Total days	Total users
Ladywell long term conditions	6	2	6	9	4	78	27
Mulberry General	8	9	7	5	5	112	34
Mulberry CNS	15	0	1	2	0	82	18
Naborhood	16	1	5	2	1	105	25
Leemore General	16	6	8	6	1	141	37
Leemore ISR	6	3	2	0	0	48	11
Cinnamon Court	0	0	2	0	0	6	2
Cedar Court	0	0	0	2	1	5	3
Calabash	0	0	1	2	0	7	3

Table 1 – Day Services Usage - Under 65

Centre	5 days	4 days	3 days	2 days	1 day	Total days	Total users
Ladywell dementia	5	0	13	12	8	96	38
Ladywell Older adults	0	0	6	18	9	63	33
Mulberry General	0	0	1	0	0	3	1
Naborhood	0	1	0	0	0	1	4
Leemore General	1	0	0	0	0	5	1
Cinnamon Court	2	0	6	14	10	66	32
Cedar Court	2	0	3	22	14	92	46
Calabash	5	3	8	19	6	112	44

Table 2 – Day Services Usage - over 65

4.11. The current cost of the service totals £4,954,100 with an associated transport cost of £2,443,268. A breakdown of the Day Service figures is given in table 3 below.

Day Centre	Budget
Ladywell Day Centre	£510,500.00
Ladywell Dementia Services	£234,900.00
Leemore Day Centre	£453,700.00
Mulberry Day Centre	£414,000.00
Naborhood Day Centre	£355,700.00
Day Opportunities Business Support	£198,800.00
Lifestyles Admin	£46,600.00
Lifestyle Intensive Support Resource	£402,000.00
Lifestyles Challenging Needs Service	£790,100.00
All Change Project	£15,100.00
Calabash Day Centre	£309,400.00
Cedar Court	£304,300.00
Cinnamon Court	£189,300.00
Mental Health COS Teams	£729,700.00
Total	£4,954,100.00

Table 3 – Day service cost breakdown

4.12. There is also an associated income from charges for individual service users or the payment made by other boroughs for clients placed in the in-house service.

4.13. The staffing structure across the Day Service is detailed in table 4 below.

Post Title	Number Posts	FTE
Service Manager	1	1
Day Service Managers	4	4
Team Leader	1	1
Business Support Team Leader	1	1
Business Support	5	4.6
Day Service Coordinators	7	7
Day Services Officer	37	34.1
Day Service Support Worker	42	38.9
Activity Specialist	1	1
Caretaker	2	2
Kitchen Assistant	1	1
Total	102	95.6

Table 4 – Day Services staffing

4.14. There have been changes in referral patterns to all centres over the past 5 years, with a noticeable downward trend in numbers due to an increase in people using Direct Payments and Personal Budgets to purchase their own support. Analysis of how Direct Payments and Personal Budgets are used is challenging due to their flexible nature. People can buy services and change them as they want in order to meet their identified needs. Evidence from Public Health and Joint Commissioning audits suggest that there are increases in the numbers of people accessing health and leisure centres; and increased enrolment in community education.

4.15. There is clearly a much reduced referral rate for people with a physical disability/ long term conditions and the numbers using the Ladywell centre have reduced significantly. This reflects societal shifts in expectations and assumptions about people with physical disability, expectations regarding independence, competence and employability. Additionally, developments in IT and assistive technology have supported people with a disability to be more self-determining.

4.16. A community focussed approach, and the development of alternative opportunities has also reduced the number of older adults requiring building based day services generally. This has impacted on both the Council's provision as well as that of other commissioned services.

4.17. The Council also funds 24 hour supported living and residential care services. Currently there are 231 people who live in Supported Living, 184 in 24 hour supported accommodation, 23 in residential care and 34 who receive non-24 hour supported living. In 2011 the Council worked in partnership with those providers to develop alternative ways of meeting the need for structured day activities for those people. This has resulted in a significant decrease in the use of day centres.

4.18. In addition many young people with learning disabilities who attend out of borough schools tend to receive support out of the borough once their education is completed, meaning that fewer young people are transitioning to Social Care from Children's services. Since then the buildings have been significantly underused and numbers have not been inflated by Transition clients from Children's Services. This reflects in the main the development of alternative options and the reality that many young people attending out of borough schools and colleges tend to stay out of borough once their education is completed.

4.19. The Council's grants programme particularly the 'communities that care' category has provided seed corn funding for specific community based offers such as:

- 'Meet me at the Albany' for older adults,
- Time Banking which has significantly promoted volunteering among adults with a learning disability who use or who might otherwise have used day services,
- 'Community Connections' which among other developments, has supported 413 people, 55% of them referred from adult social care, to get connected to their local communities,
- 'Allsorts' programme which around 50 Lewisham Citizens with a learning disability attend every week.

4.20. Procurement of learning disability day services has particularly focussed on providing employment as an outcome (for example Nexus 'The M'Eating Place' cafe and 'Clickstart' projects, PLUS's 'Cup Cakes' café, and Aurora's office cleaning social enterprise). Additionally a wide range of other employment and leisure opportunities including horticulture, service industries, arts and crafts, and IT related skills have been developed by providers as part of their 24 hour services.

4.21. Procurement for older adults day services has also reflected a reduction in demand for building based services for this group. The contract with Housing 21 for day services in its provision at Cedar Court and Cinnamon Court was reduced by 10 places a day 3 years ago, and is reflecting a further under delivery on the contract number of approximately 10 places a day on a contract of 50 places a day.

4.22. The day service for Older Adults from Black and Ethnic Minority backgrounds at the Calabash Centre has recently been recommissioned. The new contract was agreed by Mayor and Cabinet on 16th July 2014 and reflected a reduction in funded places from 51 places a day to 25. It was also a key outcome of that process that the Calabash Centre should continue to be available to the self-managed 'Active Elders Groups' who had historically used it. It was also extended to other client and wider citizen groups during the day and at evenings and weekends. Since the Centre reopened in October 2014, a small group of people with learning disability have begun to have their day service delivered there and the successful providers (Nexus and Hestia) have also developed

opportunities for supported employment, volunteering and apprenticeships.

The Council's directly provided transport

4.23. The Council's Door2Door transport service has been until now organisationally linked with specific day centre locations: the Council's own provision (Ladywell, Leemore, Naborhood and Mulberry), the Calabash Centre and with Cinnamon and Cedar Courts. A number of buses are shared with education and a number are used solely by adult social care. Changes as to how people want their service to be delivered, plus the impact of the adult social care transport policy, is highlighting the inherent inflexibility of this arrangement in delivering the personalisation agenda, as well as inefficiencies in the use of Council assets. In 2014, two routes to the Naborhood Centre were merged into one, and a reconfiguration of the service offer the year before resulted in the Wesley Halls route becoming redundant.

4.24. Table 5 below illustrates the clear reduction in number of people using Door2Door transport between 2011 and 2014.

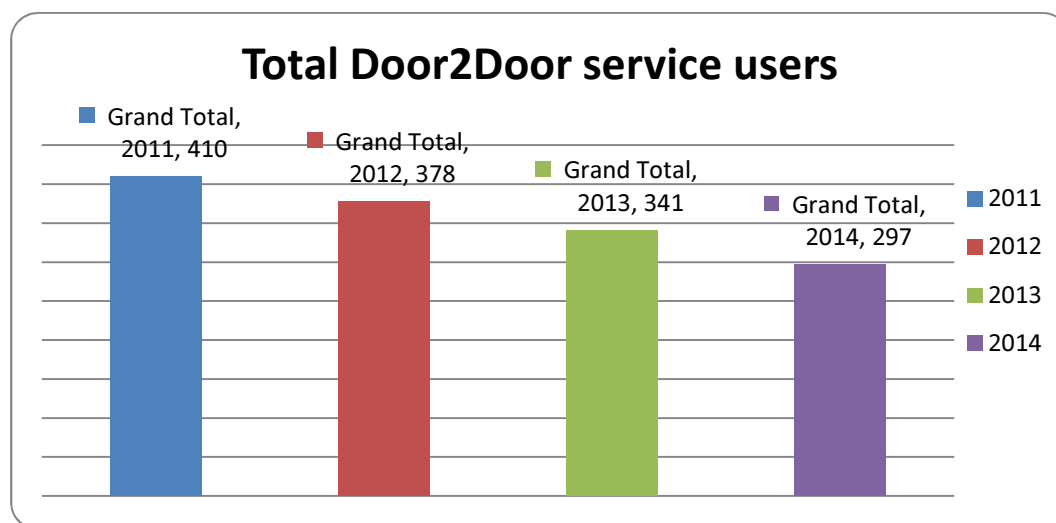


Table 5 – total number of day care service users needing Door2Door Transport

4.25. As personalised supports become the norm, it is increasingly clear that the Door-2-Door service will not be able to meet the transport needs of people choosing day services away from historical and traditional building bases. It cannot offer cost effective flexible transport at times or days outside of the core hours of 9-5, Monday to Friday. In addition, due to the need to manage the risks associated with transporting people with severe and complex physical disabilities, it has become increasingly challenging for Door2Door to provide a service for these service users, who are increasingly the people who meet the eligibility threshold for Council funded transport.

- 4.26. Door2Door has evidenced flexibility in supporting new routes for new clients as part of the Calabash Centre re-commissioning and, while the routes shared with education will need to be subject to a wider and more long-term projection of need and demand, it is probable that there is potential for some further flexibilities around 'collapsing' routes, particularly as the number of people on some Door2Door routes can on average be less than five people.
- 4.27. Door2Door historically also supports some discretionary transport (i.e. transport to people who do not meet eligibility criteria) to out of hours clubs. This is met through an additional overtime payment to drivers and escorts funded by adult social care; and are not a statutory service.

5. Proposals for remodelling direct service delivery

- 5.1. Officers have considered a number of proposals relating the directly managed day services, and related transport, to examine reshaping them to support a cost effective modernised day service. Some of the proposals detail internal reconfiguration of the services, which will require a consultation with service users and their families. However, there are also options which require formal consideration by Mayor and Cabinet. These proposals and options are set out below with officer recommendations.
- 5.2. Some of the recommendations will require formal statutory consultation with service users and their families. The option regarding transport to evening clubs does not require formal consultation as the clubs are voluntary sector offers which people are not referred to as part of their care plans. However, good practice suggests that the impact of withdrawal on existing users and families be considered and mitigated for if necessary.
- 5.3. Should the recommended options for the directly managed services, both the in-house day services and Door2Door, be agreed following the formal consultation, there may also be a requirement for a further formal consultation with affected staff.
- 5.4. The Council is currently the major provider of day care in the borough. However, the local service market has been growing and is now sufficiently well developed to support the general population of people meeting eligibility criteria for day care. There are a small number of people with complex care needs where the market remains relatively immature. It is timely, therefore, for the Council to consider its role as a continuing direct provider of day services. The following section sets out five options for the future management of the service.
- 5.5. Consultation which officers undertook in 2013/14 with service users, their families and staff from the learning disability day centres have shaped some of these proposals. There were reference group meetings every six weeks for a year with representatives of family carers and with people

with learning disabilities and staff, as well as three quarterly meetings to which all service users, carer and staff were invited.

- 5.6. The consultation specifically considered the issues of the future of the buildings. While there was discussion about rationalising the buildings from three to one single learning disability day centre, a 'supercentre' the strongly expressed preference was to retain all the existing centres. While the 'supercentre' option had the advantage of remaining client group specific and families felt that users would be safer, the disadvantage would be loss of choice of location and geographical spread across the borough and a continued inward focus which would not deliver the strategic outcome of being a citizen in a wider community. There was no similar in depth consultation with users and carers at the Ladywell centre, though it is worth noting that the Dementia unit is now a self-contained unit within the Ladywell Centre which would allow the remaining areas to be used differently.
- 5.7. Knowing the preference of the learning disability service users and their families, officers are mindful of the need to make best use of Council assets. The Community and Cultural Development team are consulting on a number of proposals which may have synergy with the reconfiguration of day services as set out in proposal two, which would support the maintenance of a specific disability service and a presence in the other centres. Officers consider that the Ladywell Centre best lends itself as a disability specific day centre because of its accessibility on the ground floor, its specialist facilities and the fact that the newly expanded Dementia Service is already located there by definition. Leemore, Naborhood and Mulberry would be best placed to develop a service presence.
- 5.8. The challenging needs service (CNS) is to remain at Mulberry as part of a wider community hub, with some specific agreements in place to support the needs of this client group.
- 5.9. The following paragraphs set out options to consider for the future management of the service. All of the above service redesigns can still apply independently of decisions on the following options by Mayor and Cabinet. The importance that service users and carers place on their friendships and relationships is recognised and whichever option is agreed officers will be mindful through the consultation process how these relationships are maintained.

Options

- 5.10. **Option 1** – That the management of the in-house provision continues as is. The advantages are that users and carers would be supportive as the service and its staff are well known and well regarded. Some savings may be made. However, the disadvantages are that opportunities for further market developments are potentially stifled, making it difficult for the Council to fulfil its new duty to promote market development under the

Care Act. Furthermore a rigid service does not provide the flexibility and individual focus required to enable adults to fully realise the potential of their Direct Payments and with the Council as a provider, users may find the range of choice and flexibility of services on offer to them decrease on the long term at a higher cost overall. The anticipated level of savings will not be achieved by this option.

- 5.11. **Option 2** – That the Council closes its directly managed service to new referrals who are referred instead to other providers. The advantage of this option is that existing users and families are very likely to support the proposal. There is also potential to tailor the staffing levels to client usage in a planned manner. The disadvantages are that there may be a perception of a two-tier service with continuing service users receiving a declining service while new service users feel aggrieved that they cannot access the in-house service. Potentially it will fragment the service making it difficult to pool budgets and design new service offers 'which again frustrates the full potential of the use of Direct Payments and Personal Budgets. The staff: client ratio within the in-house service may not be adequate to ensure client safety and also be efficient, thereby preventing potential for efficiency savings on staffing costs and possibly representing a cost pressure. Additionally the buildings will become increasingly empty and represent a poor use of assets.
- 5.12. **Option 3** – That the in-house service continues to support service users but its location is rationalised to a single centre. The advantages of this are that there is potential saving in management costs and some rationalisation in front line staff through increased staff: client ratios. There would be a rationalisation of capital assets, and the use of transport to a single location. The disadvantages are the risk of continued institutional service delivery and 'warehousing', with more 'engaging' clients drawing disproportionate staff attention. This option also fails to promote market development. Families are more likely to view this option as not meeting individual client needs and minimising choice, which again may be contrary to the Councils overall duties to promote market diversity and personalisation, There are potential risks associated with client mix (e.g. people with complex care needs sharing space with people with challenging behaviour), and the possibility of fewer activities delivered to larger groups.
- 5.13. **Option 4** – Full outsourcing of the in-house service development through formal procurement or as a 'mutual'. The advantages are continuity for service users and their families, the identification, or development of new, third sector partner(s) who could deliver the modernisation agenda for the Council, a high degree of control by existing staff over service design, delivery and efficiencies in staff costs over time. The disadvantages are the potential impact of TUPE and the time it would take to manage and deliver the programme will represent a significant delay in delivering efficiency savings. In the consultation with staff in 13/14 the idea of a staff mutual was discussed and there was little

enthusiasm from the staff team for the idea. There has been no approach from the staff team subsequent to that. There are likely to be general concerns from service users and families over the withdrawal of direct involvement by the Council and concern that complex clients might not have their needs fully met.

- 5.14. There are additional commissioning challenges around developing a procurement exercise, including soft market testing, which may add additional delay in achieving efficiency savings, regardless of outsourcing to a partner or mutual. There is a mix of in-house, outsourced and mutual led organisations that provide day services for other councils in the South East. It is notable that Councils which have previously outsourced to a single provider are refining their second round of procurement to include more providers.
- 5.15. **Option 5** - That the Council consolidates its directly delivered services to people with complex needs, ISR, Dementia and CNS and sheltered employment services in-house; with the ISR service currently located at the Leemore Centre transferring to Ladywell. The specialist dementia is already located there, so there is no change to that service. Both services will occupy different areas within the building. The move of the ISR will require formal consultation with service users and their families, who could also be offered a personal budget to purchase a service from elsewhere such as the complex needs learning disability service at Calabash managed by Lewisham Nexus.
- 5.16. Users of other services will be supported to plan alternatives, including referral to other service providers. The Council would thereby retain management responsibility for its most complex clients, whilst promoting the potential for market development for the wider group of adults. Flexibility would be available through the choice and shape of offers by individuals and groups and savings can potentially be achieved through rationalisation of management costs.
- 5.17. For some of the current day centre users where a 'light touch' support is sufficient to meet needs, a specific 'drop in' type service will be commissioned. This service will also operate out of Ladywell, which would enhance the use of the building as a service base, capitalising on its central Lewisham location with all of its easily accessible transport and leisure opportunities. This would not preclude an option of people choosing to meet up at the communal areas in community hubs.
- 5.18. There are likely to be concerns raised by service users and families where services are not retained as direct provision and concerns about the potential negative impact on friendship groups. There would be challenges in managing the logistics of the service change for individual clients and the need to develop of shared space protocols with a potentially large variety of providers.

6. Details of the recommended option

6.1. Officers recommend option five to the Council as it meets a number of strategic outcomes. Particularly, this option allows the council to retain its management responsibility for complex clients where the market is underdeveloped and the existing successful employment projects. These services are:

- Support for people with complex physical and learning disabilities (the Intensive Support Resource or ISR)
- Support for people whose behaviour presents significant challenges (the Challenging Needs Service or CNS).
- The specialist Dementia Service.
- The 'Tuck Stop' café at the Waldron Clinic.
- The 'Grow' project.

6.2. It supports an increased use of personal budgets and direct payments to use on other market offers within the third sector. This in turn will help develop the market in a sustainable way. It will also allow service users to have the flexibility to change the services they purchase over time and it delivers the best value for money for individual services as they can purchase more from the Third Sector within their budget.

6.3. The development of a 'light-touch drop-in' will be specified in such a way that the service will be flexible to allow it to be purchased over time by others. For example people who have greater support needs can choose to use their personal budget to purchase an enhanced service from the 'drop-in'. Other people who may not meet eligibility for funded services could opt to pay for the service from their own resources. This will also help people to maintain existing relationships or friendship groups.

6.4. This option retains a specialist disability centre while at the same time developing integrated community offers at the other three centres.

6.5. It will deliver the highest level of efficiency savings as it minimises the additional cost that may relate to any TUPE liability. Whilst some of the savings identified below could be delivered by other options, only the full level of savings will be more likely to be delivered with this option. This proposal will deliver savings totalling £570K (plus reduction in 1:1 staffing) in the following areas:

- £130K will be saved through a management restructure of the in-house service reflecting the reduced size of the directly managed provision.
- £40K will be saved through the consolidation of building based day care for older adults from the Ladywell Centre.
- £60K will be saved by consolidating users currently funded in other building based day services to the newly redesigned Dementia Unit which has allowed five additional places a day within the existing budget plus the cost of what were additional 1:1 staffing which is also no longer required.

- £65K will be saved through the development of a 'drop-in' facility will deliver a reduction in current cost of package reflecting the more independent needs of a group of current users.
- £275K will be delivered through top slicing the Personal Budget rate for people who plan for their services to be delivered in the centres.

7. Proposal to reduce the usage of Door2Door

Transport to day services

7.1. The past year has seen a more independence focussed approach to transport. In previous years, through the targeting of grant funding, the Council has increased volunteer driver schemes and grown the Community Transport service. The social care assessment process has taken more account of what transport assets people already have available to them (e.g. mobility allowance, taxi cards, bus passes) and has also been more focussed on opportunities for travel training adults with a learning disability. These developments, alongside the reduction in day centre attendance, has resulted in a falling away in the use of Door2Door, the Council's in-house transport provider, which cannot meet the transport needs of assessed eligible adults in terms of flexibility and availability.

7.2. However, the biggest challenge to rationalising transport routes relates to the fact that approximately two thirds of the busses social care use are shared with, and priority is given to, Education. Currently eleven routes out of 34 provided by Door2Door are dedicated to supporting Day Care service users and not shared with education. Specifically routes servicing Leemore, Mulberry, and the Naborhood are not shared with Education equating to a combined cost to Social Care of £675K annually. Table 6 below details the number of service users using the bus at the three centres, the buses being used and the approximate cost of the service.

Establishment	Number of buses	Service Users	Days Attending	Cost
Leemore	4	35	146	£355K
Mulberry	2	26	101	£178K
Naborhood	1	24	24	£142K

Table 6 – Dedicated ASC Door2Door routes

7.3. It is these routes which can be most easily consolidated as the busses are not shared with education and are used entirely for transport for people with a learning disability. The use of Door2Door for transport for shared routes is unlikely to be affected by this proposal.

7.4. It is proposed that social care retain specific routes for three client groups (i) people with challenging behaviour (CNS) and specifically the Mulberry mini bus, (ii) people with complex physical support needs (ISR) and (iii) people with dementia using the specialist dementia service. All other

users with eligible needs for transport will be offered a budget allocation to maximise other ways to support arrival at day activities or shared taxis be commissioned using the Council's Transport Framework Agreement. This Framework lists a number of transport companies and ensures important standards such as DBS checks are in place. This Framework list can be shared with individual people and their families as well as be used for commissioning purposes.

- 7.5. While some of the busses are leased on a short term basis, there are a number of busses that are owned by the Council. To fully realise the potential saving, the Council will need to sell the lease on to other organisations pending the end of the lease period. There will also be implications for redundancy of drivers and escorts.

Transport to Evening Clubs

- 7.6. The Council has historically funded transport to evening clubs, primarily the Lewisham Mencap Monday, Tuesday and Thursday clubs and also to SEALS, a swim club for people with a physical disability. These are not services commissioned to meet eligible social care needs and funding such transport is discretionary. This paper therefore proposes that direct funding of this transport now ends.
- 7.7. That is not to say that the Council does not recognise their value to the people who attend them for their social value and their respite value to families. However, 32 out of 82 named individuals who use this transport to travel to and from the Lewisham Mencap clubs live in 24 hour supported services and could make alternative arrangements for transport. Some providers already assist service users in pooling their money for other reasons. 30 of 82 use the bus more than once a week. Take up of the SEALS transport is a maximum of three people and sometimes none although the Council still has to meet the overtime costs.
- 7.8. **Option 1** – Stop funding transport entirely. The advantage is a direct saving for the Council. The disadvantage is that this may have a more disproportionate effect on some people and their families than others
- 7.9. **Option 2** – Attendees can pay Door2Door directly for the cost of this service. The advantages are that 'specialist' transport with escort would continue to be available and that the Council has the appropriate Public Carriage Vehicle (PCV) licences, which allows the vehicles to be available for hire. However, it is unlikely that individuals would be able to afford the related costs or commit consistently to meeting the cost of transport.
- 7.10. **Option 3** – Stop the provision of transport for people living in 24 hour funded services and liaise with providers to develop an alternative offer. Officers will work with attendees either living at home with their families or living independently on a transitional basis depending on their circumstance. The advantages of this approach are that people who may otherwise be isolated can continue to attend at least one club, its

preventive role is maintained and people are not caused significant detriment to their health and well-being. The disadvantages are that it will take time to transition from Door2Door to alternative services, and that the full saving will not be made in year.

- 7.11. **Option 4** – that Door2Door offer transport during the winter, but not summer, months. The advantage is that people would not have to travel in the dark. The disadvantage is that the Council will continue to provide a non-statutory service for the foreseeable future and people with greater vulnerability than others may not attend during the summer months.

Details of the recommended option

- 7.12. Officers recommend option 3 as it recognises that though this is not a statutory service and is not reflected in people's care plan as meeting an eligible need, there may be some families for whom it is indirectly serving as a break from providing care and support. Also, there may be some individuals who do not generally meet the Council's eligibility criteria for any service, but for whom the clubs offer the opportunity for social engagement. While it does not deliver the maximum saving which could be achieved as some form of support may be available to help during transition, it supports people's general health and wellbeing, and therefore may help prevent pressure on other budgets in the future.

- 7.13. Savings will be achieved by changing how Door2Door is used. This is estimated to save a total of £300K in two ways:
- 1 - Assessing service users attending Mulberry Lifestyles, Leemore Lifestyles and the Naborhood with a view to offering them a direct payment to organise their own transport £260K.
 - 2 – Evening Clubs £60K (though there is opportunity for up to a further £24K of saving dependent on the review of individual clients living independently or at home).

- 7.14. Officers will continue to work with colleagues in the Children and Young People Directorate to assess wider opportunities for further transport savings.

8. Community Hubs, not Day Centres

- 8.1. Paragraphs 4.1 – 4.3 reported that the current day centres, particularly the three learning disability centres, are underutilised. Should Proposal 1, Option 5, be agreed consolidating the older adult offer along with the falling demand for funded day service for people with physical disabilities/ long term conditions will also result in an underutilisation of Ladywell. This presents an opportunity to consider how the buildings can be best used to deliver wider strategic outcomes.

- 8.2. The Culture and Community Development Team's review of grant aided organisations and their assets, has allowed consideration of an Option 3, representing an amalgamation of options 1 and 2. There is potential for

synergy between the day service / centres and the wider third sector which would allow a main centre to be identified for people with disabilities while also maintaining a presence in the other three centres. These could be re-designated as community hubs managed by a consortium of voluntary organisations for use by organisations, thereby delivering the Council's vision for inclusive citizenship and the development of social capital.

- 8.3. The Mayor and Cabinet (12 November 2014) have been previously advised of the development and savings proposals relating to the Culture and Community Development Team's process of rationalising its public buildings and proposing to develop the assets as Community Centres. There are currently 41 council assets within the community premises portfolio including 23 community centres, 3 sports grounds and 15 buildings housing Voluntary and Community Sector (VCS) organisations. In addition there are other properties used by VCS organisations that are not part of the community premises portfolio. These neighbourhood based facilities will be predominantly geared to providing services at a neighbourhood level with equitable support arrangements across the portfolio.
- 8.4. It is recommended that three of the four day centres, Leemore, Naborhood and Mulberry be included as part of these wider considerations to support the best possible outcomes for the Community Services grant and asset programme. Along with the Calabash Centre, these three centres would be considered part of the Community Services Assets portfolio and thus no charges/ rental would be required from those third sector organisations to offset the savings in the Main Grants Programme or delivery of capital receipts as a result of the grants and asset review. The Culture and Community Development Team will be consulting with organisations on their proposals in January 2015.
- 8.5. A defined presence for use for social care will be established as part of this wider offer. This will facilitate the pooling of personal budgets. This would be in addition to the use of general public spaces by service users e.g. as a meeting place before going onto other activities.
- 8.6. The Mulberry, Leemore and Naborhood centres all have 'Changing Place' standard personal care facilities. Their development as community hubs would also include those facilities being made available to all people with disabilities who need access to specialist personal care facilities, using a radar key or similar. This will have many benefits to people eligible for social care services, but also support the prevention agenda. The absence of such facilities are a limiting factor to any wider access to everyday opportunities such as shops, libraries, restaurants and leisure facilities. Additionally, facilities would be available to disabled adults and children.
- 8.7. Savings and efficiencies that may be delivered by the Culture and Community Development Team proposals are not included here

- 9.1. The proposals outlined in this paper will affect a number of Council employees who work in the Council's directly managed day services and the Door2Door transport service.
- 9.2. Should these proposals be agreed there is potential for redundancy at both management and front line level. The day service currently operates using a high number of agency staff, therefore it is expected that redundancy of any front line staff is likely to be relatively minimal as substantive staff are deployed into those posts. The transport service also uses some agency drivers and escorts which will also minimise redundancies.
- 9.3. Appropriate consultation with staff and their trade unions will take place in accordance with the Council's Management of Change policy.
- 9.4. The proposals do not recommend a total outsourcing of the service and much of the reconfiguration is unlikely to reflect a continuation of the same service. However, there is always a possibility that TUPE may apply to relevant Council employees therefore appropriate consultation with staff and their trades unions will take place in line with the Council's TUPE transfer guidance and statutory requirements.,

10. Other related savings

- 10.1. The Care Act requires the Council's assessment of need to be focused on a person's identified outcomes across a wide range of functions rather than on providing a traditional service delivery model. There is also an emphasis on prevention and early intervention and helping people to remain within their communities; and be actively supported by them.
- 10.2. The Council envisions a key role for prevention and early intervention across all client groups is best played by Community Connections.
- 10.3. The Community Opportunity Services (COS) delivered by SLaM to support people with mental health issues has been reconfigured in order to provide better value for money and work in conjunction with Community Connections. It now focuses on prevention and recovery, and in particular the impact of the Improving Access to Psychological Therapies (IAPT) services on helping people remain in work and maintaining recovery through structured lives and routines. This budget is delivering £200K of savings towards the overall day care savings target.
- 10.4. Access to support is through professional assessment of need, guided by nationally set eligibility criteria. Local Authorities can take their own resources into account when determining how those assessed needs should be met and may use the most cost effective solutions available. In some situations the assessment will be the only service that is provided directly by the Council, particularly when care and support needs do not

reach the eligibility criteria or when needs can be met by opportunities available from within the community or from the person's network of support and their own resources. The new social care support planning service will be well placed to help people to define the outcomes which will meet their needs, and how their personal assets and available social capital can be combined to deliver them.

- 10.5. This approach is expected to reduce the overall number of days support and activity that the Council will need to fund directly. Care will be taken to ensure that these different ways of meeting need do not destabilise any individual's ability to manage at home, and that families are not overwhelmed by their caring duties, thus escalating need from day services into residential care. Attention will be given in particular to ensuring that no one person loses all of their existing service offer thus maintaining some consistency for them and their family. The "community based" approach to meeting needs is not about cutting services from a specific group of people, but redefining how those needs are met without necessarily requiring specific funding from the Council, and viewing an individual as part of the community first.
- 10.6. This approach is estimated to deliver £200K in savings representing an equivalent reduction in existing Council funded or directly delivered day services of between 77 and 96 days a week dependent on the cost of the current service.

11. Other potential opportunities

- 11.1. This paper makes a series of recommendations for the redesign of directly managed day services and transport which also deliver savings and efficiencies to the Council. The recommendations reflect a number of key outcomes in the ongoing programme of day service developments to promote personalisation and the take up of direct payments/ individual budgets, while also identifying an effective role for the Council as a direct service provider and making best use of the existing day centres in partnership with other parts of the Community Services Directorate. However, the specific recommendations in this paper are not exhaustive and there are a number of other options and opportunities that officers will continue to explore in line with the strategic direction of travel and with potential to deliver further savings or income for the Council.
- 11.2. Public health – There are a number of public health programmes, such as 'Healthy Eating' where identification of venue e.g. a kitchen in one of the day centres, may deliver a saving to the public health budget or represent potential income.
- 11.3. The Ladywell, Leemore, Mulberry and Naborhood Centre Kitchens – The way that meals are provided has already changed at the Learning disability day centres. The kitchens at the Leemore, Mulberry and Naborhood centres are surplus to requirements. There is a remaining requirement for a meal service for the Dementia unit in Ladywell. However

all kitchens could be made available to colleges or other training or supported employment providers to generate income or avoid cost. The service priority to identify an operating partner would be the Ladywell Kitchen.

- 11.4. The Ladywell Gym – Savings in the youth service will potentially result in reduced use of the gym located at the Ladywell Centre. The Culture and Community Development Team will explore the potential to identify a sports organisation who can run the gym as a social enterprise or community interest company. This will ensure its ongoing availability for use by local people. This could represent a potential income source and/or could support public health or other wellbeing agendas for both children and adults.
- 11.5. Extra Care Services –The Council is developing a number of Extra Care services as part of its “Housing Matters” programme and the older person’s housing strategy. The developments are explicitly addressing an avoidance and prevention agenda as part of which service specifications require the development of inclusive day time offers in the schemes public spaces, including the meals offer. The first of three new schemes at Conrad Court in Deptford has recently opened and will be shortly offering access for exercise classes and ‘spa’ type activities, as well as the restaurant facilities to the wider older adult population. The contracts for the second of these schemes, Campshill in Lewisham, has been awarded for delivery in late 2016 and a third service is in development in partnership with Phoenix Housing in Bellingham for delivery in early 2016. These schemes collectively will give scope for managing cost pressures on day service budgets for older adults.

12. Timescales and next steps

- 12.1. The proposals outlined in this paper represent in some parts a significant variation to how the Council delivers its day care and associated transport services. Should Mayor and Cabinet agree that officers may proceed to consult on the proposals, some will require a formal 3 months formal consultation process. Others will not, as they do not represent change to statutory services. However, officers will engage in discussions with affected users and families as best practice.
- 12.2. While there will also be informal staff briefings regarding the proposals in this paper, formal staff consultation will not take place until any decision that Mayor and Cabinet may take following the statutory consultation. Staff consultation will require a further 28 days.
- 12.3. The changes to the evening club transport will be consulted on separately from the consultation regarding change to the day service and associated transport.
- 12.4. Officers will work closely with third sector partners in this work, such as Community Connections, Voluntary Action Lewisham, the Lewisham

Disability Coalition and Lewisham Speaking Up, as well as recognised service providers such as Headway, Hestia, Housing 21, PLUS, Nexus, Aurora Options, Three Cs, Entelechy, Heart'n'Soul and others .

12.5. The following is an outline timetable for the main consultation and decision making process:

Mayor and Cabinet	11 February 2015
Consultation start	18 February 2015
Consultation end	18 May 2015
Mayor & Cabinet	June 2015
Business Scrutiny	June 2015
Staff Consultation start	June 2015
Staff Consultation ends	July 2015
Full implementation of changes	1 October 2015

13. Financial implications

13.1. The 2015/16 savings proposals considered by Mayor and Cabinet on 12th November 2014 included £1.3m from day care and associated transport. This report describes how this saving will be delivered in a full year.

13.2. The current budget for the day care service is summarised in table 7 below.

Day Care Type	Budget
In-house budgets for care	£3,421,400
Purchased day care	£803,000
Mental health (COS)	£729,700
Sub total	£4,954,100
Transport budgets	£2,443,268
Total budget	£7,397,368

Table 7 – Overall cost of day service and transport

13.3. The savings proposals described in the body of the report are summarised in table 8 below. Savings from 1:1 arrangements have not yet been quantified but are expected to exceed the £30K required to fully achieve the £1.3m savings sought.

Proposal	Saving £K
Reconfiguration of in house provision	230 + 1:1s
Improving access and service redesign	340
Adult Mental Health day service	200
Reduction in days of service delivered	200
Reduction in use of Door2Door	300
Total	1,270 + 1:1 costs

Table 8 – Day service savings proposals summary

- 13.4. These costs exclude capital costs for redesign of the building for communal use (e.g. IT costs, key coded doors).
- 13.5. The paper highlights that there may be costs relating to redundancy or potential for TUPE of existing members of staff. However, the full implication of this will not be known until the conclusion of the formal staff consultation period and the Council's DR/VR process. No estimate is included in the costs in table 2 above.
- 13.6. The needs for service user consultation followed by staff consultation means that implementation by April 2015 will not be possible and therefore a full year saving will not be achieved in 2015/16. Current estimates are that a part year saving of £953K will be delivered in 2015/16 and the residual £317K of saving relating to this programme being delivered into 2016/17.
- 13.7. A separate report considers options for alternative uses of the four buildings currently used by the in-house day care service.

14. Legal implications

- 14.1. The main legal implications are contained in the body of the report.
- 14.2. The National Assistance Act 1948 places both duties and powers upon local authorities to assess the needs of, and provide services to support such needs including residential accommodation, to people aged 18 years and over who because of their disability are in need of care and attention not otherwise available to them. In changing or altering services provided under Social Care legislation each individual's needs for services must be individually reassessed before changing the service or manner of delivery. In addition, in making proposals for service changes overall, there must be proper and meaningful consultation with service users, their families and any stakeholders, to enable and facilitate clear understanding of the proposals and enable stakeholders to express their views effectively.
- 14.3. In the event that Mayor and Cabinet agree the proposals relating to day services and transport changes, there is the possibility of redundancies and the application of TUPE for relevant council employees. Appropriate

consultation with staff and their trade unions will take place in line with the Council's TUPE guidance, redundancy policy and statutory requirements.

14.4. The Equalities Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In summary the Council must, in the exercise of its functions, have due regards to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited under the Act.
- 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.

14.5. The duty continues to be a "has regard" duty, and the weight to be attached to it is a matter for the Mayor to decide, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.

14.6. The Equality and Human Rights Commission (EHRC) has issued "Technical Guidance on the Public Sector Equality Duty" and statutory guidance the "Equality Act 2010: Services and Public Functions & Associations Statutory Code of Practice". The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to chapter 11 which deals in particular with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The Statutory Code and the Technical Guidance can be found at www.equalityhumanrights.com/legal_and_policy/equality-act-codes-of-practice-and-technical-guidance/

14.7. The EHRC has previously issued five guides for public authorities in England giving advice on the duty:

1. The essential guide to the public sector equality duty
2. Meeting the equality duty in policy and decision making
3. Engagement and the equality duty
4. Equality objectives and the equality duty
5. Equality information and the equality duty

14.8. The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duty and who they apply to. It covers what public authorities should do to meet the duty, including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key

areas and advice on good practice. Further information and resources are available at:

www.equalityhumanrights.com//advice_and_guidance/public_sector-equality-duty/guidance-on-the-equality-duty

15. Equalities implications

15.1. An Equalities Analysis Assessment (EAA) has been completed for these proposals.

15.2. It suggests that:

- Across all services included in this paper and given the nature of the services being delivered, people with learning and physical disabilities as well as people with mental health issues will be negatively impacted by the specific nature of the services subject to these proposals.
- Broadly, no ethnic group will be disproportionately affected by the proposals, though some specific services have slightly more impact than others.
- In terms of age the majority of services are for younger adults under 65, which will mean they will be disproportionately affected by the proposals compared to other social care services.
- There are proportionately more males in day care settings which will be affected by these proposals than women when compared to the population of day services users across Social Care.
- There is only a limited amount of data available for carers. Across Day Services only a small percentage carers have a long term health condition or disability; though at the Naborhood 35% of family or carers have a health condition. Approximately a third of parents or carers are working and a third is over the age of 65.

15.3. The impact across all protected characteristics affected by these proposals will be low as the services being provided will be delivered differently rather than being removed. Additional services will be developed in conjunction with the Voluntary and Community Sector in order to provide a broader range of services than that currently available.

15.4. The EAA for Transport suggests that:

- Service users of the age of 65 are more likely to be affected by the proposals than younger adults attending Day Services.
- Women will be disproportionately affected, but the numbers are broadly similar to the percentage of women receiving support from social care.
- Though there are more white people receiving transport to Day Services the numbers are comparable to those in Social Care.

15.5. All services users will be negatively impacted by the proposed changes to transport to Day Services, though alternative arrangements have been developed in partnership with Voluntary and Community Sector organisations which will mitigate this impact. In addition service users will be provided the opportunity to organise their own transport as part of the

Personal Budget/Direct Payment, meaning that transport will still be provided for.

16. Environmental implications

16.1. There are no specific environmental implications arising from this report.

Background Documents

Adult Social Care Efficiency Programme

<http://www.local.gov.uk/documents/10180/11779/LGA+Adult+Social+Care+Efficiency+Programme+-+the+final+report/8e042c7f-7de4-4e42-8824-f7dc88ade15d>

Putting People First

Transforming Social Care

<http://webarchive.nationalarchives.gov.uk/+www.dh.gov.uk/en/SocialCare/Socialcarereform/Personalisation/index.htm>

The Care Act

<http://www.legislation.gov.uk/ukpga/2014/23/contents/enacted>

Caring for our future

<https://www.gov.uk/government/publications/caring-for-our-future-reforming-care-and-support>

For further information on this report please contact Heather Hughes on 020 86988133