Healthier Communities Select Committee							
Title	Lewisham Future Programme 2015/16 R	evenue Sav	/ings				
Contributor Executive Directors for Community Services Item 6							
Class	Part 1 (open)	14 Januar	y 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 it requiring additional input and clearances prior to publication. The report cannot wait until the next meeting due to the Council's savings programme timeframes.

1. Purpose of Report

1.1 The attached appendices provide updates on the readiness to implement changes and the results of consultations in relation to the savings proposals due to return to Mayor and Cabinet on 11 February 2015.

2. Recommendations

- 2.1 Members of the Healthier Communities Select Committee are asked to note and comment on the updates for the following savings proposals, prior to their presentation to the Mayor on 11 February 2015:
 - A1 Cost effective care packages
 - A2 Reductions on costs of learning disability provision
 - A3 Changes to sensory services provisions
 - A9 Review of services to support people to live at home
 - B1 Reduction and remodelling of Supporting People housing and floating support services

3. Background

- 3.1 Following the 2015/16 savings proposals being considered by Select Committees and the Mayor during October and November 2014, updates on a number of proposals are now returning to Select Committees prior to their consideration by the Mayor in February 2015.
- 3.2 The following savings are dealt with through individual reports on the Committee agenda:
 - A4 Remodelling building based services
 - A6 and A8 Public Health programme review

For further information please contact Geeta Subramaniam-Mooney, Joan Hutton or Dee Carlin on 020 8314 8675 or Danny Ruta on 020 8134 8637.

Update on Budget Savings Proposals for Adult Social Care

- A1 Cost effective care packages
- A2 Reductions on costs of learning disability provision
- A3 Changes to sensory services provisions
- A9 Review of services to support people to live at home

Purpose of Update

To enable Members of the Healthier Communities Select Committees to scrutinise the budget savings proposals for adult social care for 2015/16, some of which are currently the subject of consultation with staff, partners, carers and people with care and support needs. These proposals are due to return to Mayor and Cabinet on 11 February 2015.

This report briefly provides an update on the adult social care budget proposals. Some of the proposed efficiencies will be realised as a consequence of the redesign of the assessment process which aims to embed best practice, the requirements of the Care Act that promotes well being and improved outcomes so that people can remain independent for longer and therefore delay access to long term care.

The Joint Commissioning Team is working to improve outcomes and reduce costs through re-tendering and reviewing placements and care contracts.

1. A1: Cost effective care packages - £2.680M

- 1.1 The adult social care service's vision is to support and promote strong communities so that people live their lives as successfully, independently and safely as possible. We believe that people themselves, regardless of age or ability, are best placed to determine what help they need.
- 1.2 Access to support is through a professional assessment of need, guided by nationally set eligibility criteria. Local authorities can take resources into account when determining how those assessed needs should be met and may use the most cost effective solution. 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 persons network of support and own resources.
- 1.3 The Care management and assessment teams have been aligned to GP practices within the borough. There are four neighbourhood multi disciplinary teams that are developing an approach to multi disciplinary work and support planning that will ensure people remain living at home as independently as possible by providing low level support to keep people well and prevent them from needing more intensive (and expensive) care.
- 1.4 These services include information ,advice and sign posting, Enablement (to aid recovery after illness), falls prevention, support to family carers, employment, assistive technology, equipment and by making use of existing universal services within the community and the development of targeted and a range of support developed from the community connections work aimed to tackle social isolation.

How we work to deliver these savings

- 1.5 There are currently 6,000 people in receipt of a community care package, this includes people who are placed in Residential or Nursing care homes.
- 1.6 A cultural shift in practice is required to move from an approach that is predominantly service led, to an approach that considers the strengths and resources an individual can contribute to meet their needs. In order to achieve this, a programme of training and development is in place, due to be completed by March. The training focuses on the assessment of need and how to support plan within a budget allocated that is determined by the assessment process.
- 1.7 An extended and more comprehensive resource allocation formula (RAS) will be introduced at the end of January to calculate how much money (personal budget) should be allocated to a person who is eligible for support from adult social care following their assessment. The size of the budget will reflect the scale and complexity of their care needs but also the availability of informal care from their families and friends. Opportunities for support from universal services and from within the community will also be considered. The work that has taken place to date to develop the market with opportunities for activities and alternatives to traditional care services has provided wider and more personalised options for people.
- 1.8 Alternative ways of providing meals are being explored as part of the review/ assessment process. The alternatives that are being offered and accepted are Wiltshire Farm Foods or supermarket ready meals. For those people who receive other care calls assistance can be given to heat up a ready meal. Alternatively, MOW (hot meal plus pudding) can be purchased direct from Apetito for £ 6.50 per day. Support planners can assist with the information and getting the person set up.
- 1.9 We are anticipating that by adopting this approach we will have fewer people accessing care and that we will be able to reduce the costs of some existing packages of care to achieve the above mentioned savings target. Monthly reports will be provided to the Departmental management team to ensure that the savings target is monitored. Attached to this report (appendix 2) are pen pictures of community care reviews that have taken place so far demonstrating how needs can be met in a more cost effective way.

2. A2: Reduction in the cost of Learning Disability provision 1.5M

- 2.1 These saving proposals are based on national best practice, areas where the Council does not benchmark well against other similar authorities in terms of spend. They relate to the reduction of costs associated with residential care, supported living and Income generation.
- 2.2 <u>Supported Living (target £900K)</u> Provider costs that relate to overheads and also the level of 1:1 support provided in placements are being re-assessed and re-negotiated with the providers following an assessment of need. This work has achieved £100K and is on target to achieve the full amount. A programme of Community care reviews is in place as part of the process to look at needs and how outcomes can be met in the most cost effective way.
- 2.3 <u>Residential care (target £500K)</u> Significant progress has been made towards delivering this target with some transfer of funding to out of borough CCGs as part of the national guidance for Ordinary residence. In addition, some older adults with a learning disability are in the process of moving to

more appropriate placements within extra care housing and residential services. £200K has been achieved to date in relation to this element of the savings proposal.

2.4 <u>Income (target £100K)</u> – This proposal relates to changes in the Council's charging policy for people with a learning disability in supported accommodation which is charging proposal 4 in the charging document currently out to consultation.

3. A3: Changes to Sensory service provision - £150K

- 3.1 Consultation with staff affected by the re-structure of sensory services is taking place throughout January. The proposed delivery model aims to provide continued access to information and advice in a range of communication formats that meet the needs of people who are Deaf, users of British sign language, Hard of hearing, Visually impaired or who have a dual sensory impairment and use hands on or visual frame communication.
- 3.2 There will continue to be specialist Social work support for those people who meet the eligibility criteria requiring this level of support, such as young people with sensory impairment who transfer to adult services. Rehabilitation intervention and support for sight guidance and communication / guidance will continue to be available from existing therapists resources to people so they remain as independent as possible. There will be a greater emphasis placed on personalisation and the use of Direct payments for those people that have on-going needs that meet the criteria for support. Practitioners from the Care management and assessment teams will also work with people who have a sensory impairment.

4. A9: Review of services to support people to remain at home - 250K

- 4.1 The review of services to support people at home includes Linkline, Enablement, Special Duty and Sheltered Floating Support Services. The proposal seeks to make better use of existing staffing resources whilst supporting the further integration of services. These services focus on keeping people independent and in their own homes, minimising hospital stays, wrapping services around the person and employing the right skills, in the right place at the right time. Detailed proposals are being worked on as part of the Better Care Fund plan and will be ready in March.
- 4.2 <u>Sheltered Floating Support Service</u> Sheltered Housing and Extra Care Housing provision has been reviewed in recent years, site appraisals were carried out in 2010, a stock condition survey in 2012 and the draft Older People's Housing Strategy in 2014.
- 4.3 The approach to the review of housing and care for older people has focussed on:
 - The quality and appropriateness of sheltered accommodation
 - Exploring different models of revenue funding for sheltered accommodation
 - Quality of specialist housing for those older people who require it
 - Investment in the Council's Sheltered Housing accommodation.
- 4.4 The focus of this saving proposal is to establish a new way of funding sheltered accommodation that will also ensure consistency in the delivery of support to older people in different housing settings. Adult Social Care is working closely with Housing to achieve this savings target.

Update on Budget Savings Proposals

B1 - Reduction & remodelling of supporting people services

Total Savings 2015/16 and 2016-17 - £2,523,000

1. Overview

- 1.1 In Lewisham, housing-related support is delivered by a number of service providers to clients with a range of needs. Support takes place across different accommodation settings: high-support hostels, shared supported housing and in the community via floating support. As well as funding a number of schemes providing generic support for vulnerable adults such as sheltered housing Lewisham runs specialist projects for individual client groups, such as older people, people with mental health problems, drug and alcohol users, women experiencing violence and exploitation, offenders and rough sleepers.
- 1.2 The savings proposals are to reduce funding to these services by a further $\pounds 2,523,000$ (20% of the budget) over the next two years through a combination of:
 - Efficiency savings through reduced contract values while maintaining capacity¹
 - Reductions in service capacity
 - Service closures
- 1.3 The majority of the savings will be taken from 'floating support' services that visit people in their own homes. Currently these services support over 800 people at any one time with up to 1600 supported each year.
- 1.4 The savings will be delivered through a reduction in individual contract values in the first instance but ultimately through a major reconfiguration exercise to create one large service across the borough rather than the current arrangement of several services each supporting a particular client group.
- 1.5 It is inevitable that funding reductions of this level will lead to reduced service provision and some people who currently receive support will no longer be supported.
- 1.6 However, officers believe that through effective consultation and planning with providers, service users and other stakeholders the impact can be keep to a minimum and given the overall financial pressure on the council these are achievable savings.
- 1.7 The original funding proposals highlighted a series of risks relating to these reductions.
- 1.8 However, officers are working hard across departments to ensure that the impacts of these reductions are kept to a minimum. Due to these actions officers are confident that the savings can be delivered with the minimum of disruption to services and service users.
- 1.9 This papers sets out the mitigating actions for these risks (Table 1) as well as for each of the individual reductions (Table 2). Equalities Implications and

¹ It is important to note that all staff engaged in service delivery will be paid the London living Wage as a absolute minimum

Impacts are considered individually for each of the planned reductions in Table 2.

Table 1 – Overarching mitigating actions and principles applied across the	nis
area of funding reductions	

Risk	Mitigation actions
1. People becoming homeless Any losses to the floating support service will carry increased risk of more individuals becoming homeless	The impact of this will be mitigated by targeting the remaining services at those most in need. The majority of the reductions to floating support services will be from 1 April 2016. During 2015/16 officers will undertake a full review of the provision and consult on the most appropriate access and referral criteria. This is will be undertaken in partnership with colleagues in housing and other frontline services to identify need. The new floating support service (s) to run from 1 April 2016 will have a contract value (s) of c£750,000 per annum which is considered sufficient to provide a service to prevent single people in the borough experiencing homelessness.
	There is also an opportunity to integrate this funding with other areas of council spend to create more efficient and joined up services e.g. within sheltered housing. This will also be explored during 2015/16.
2. Impact on statutory services/temporary accommodation/residential care Loss of hostel bed spaces will inevitably lead to pressure elsewhere within council resources.	Officers considered this risk carefully when drafting proposals and the saving are designed to ensure that there are very few hostel or supported housing spaces closed due to the funding reductions. The vulnerable adults' pathway will provide step down accommodation from front line hostels allowing enough throughput for those with the most complex needs to continue to access high level support for longer periods in order to stabilise their physical health and chaotic behaviour preparing them for a more independent lifestyle. In addition to this officers are undertaking a full review of the accommodation support provided to people with Mental Health problems to ensure that this resource is effectively targeted and the most vulnerable individual in the borough have easy and rapid access to in to prevent admissions to hospital or residential care.
3. Increased risk of safeguarding cases and services failure Further reductions in funding my impact on staff quality and morale to such an extent that service users are put at risk	In order to protect against reduction in the quality of the workforce, decreased morale and increased staff turn-over officers have rejected wholesale 'salami- slicing' contracts and looking for continued savings while delivering similar services.
	Instead a range of services which are considered low risk will simply be ended and fundamental reviews of

	floating support and MH services will be undertaken to redesign services and procure new contracts against revised outcomes.
 4. Increased use of existing hostels by high needs out of borough clients The loss of buildings currently used as hostel accommodation is in itself a significant one. 	As highlighted above the savings proposals have been designed to ensure that very few units of accommodation are lost to the borough. This also ensures that other boroughs do not begin to place high need clients within Lewisham.
5. A rise in rough sleeping Numbers of people living on the streets in Lewisham will rise significantly	All services are being remodelled to target those most likely to end up sleeping rough or requiring high support services.
	This includes ensuring that floating support services have effective referrals mechanisms to get to those in need before they lose their accommodation, protecting high support hostels for those that needs them and ensuring there is a 'Pathway' of support so services work more effectively and efficiently to move people into independent accommodation.
	Officers also continue to work closely with a range of service in the borough funded through other sources including the 'No Second Night Out' Hub and the Bench and Deptford Reach outreach services to ensure that all rough sleepers are housing in accommodation as soon as possible.
 A rise in Anti Social Behaviour on the streets Anti social behaviour on the streets in Lewisham may rise significantly 	Again, the reduction of high support services that often contribute to this type of behaviour have been protected.
7. Financial Viability Remaining services become financially unsustainable for providers and they withdraw from provision.	Officers are working closely with all providers to ensure that they are financially viable. There are currently a number of mergers taking place across the sector that will mitigate risk for individual providers and officers will continue to undertake market management activity to ensure that individual cuts do not have a cumulative impact on providers.

Table 2 – Individual consultation/mitigating actions to each individual reduction in this area

Provider	Service	2015/16 Reduction	2016/17 Reduction	Consultation/Mitigating Actions
One Support	Older Person's Floating Support This service is delivered to Older People in their own homes to provide support in a range of areas including rent arrears, budgeting, social isolation, housing issues etc	£50,000	See table on page 9	 This is a 14% reduction in the current contract value and officers are confident that the provider will be able to limit the impact on existing service users through efficiency savings. Officers have spoken to senior management at One Support who have indicated that the vast majority of this reduction can be absorbed through efficiency savings. However the reduction may mean that the threshold for the service increases slightly and officers will be undertaking a consultation with stakeholders and affected service users to ensue that any ongoing and future needs are met and the impact of this change is minimised. Further reductions in 2016/17 will be part of a major reconfiguration exercise for floating support services across the borough. There are a number of options for these services which will be subject to a wide ranging consultation with stakeholders and service users during 2015/16. Full details are of contracts covered under this reconfiguration are listed at table 3 below.
One Support	Mental Health Floating Support This service is delivered to people with mental ill health in their own homes to provide support in a range of areas including rent arrears, budgeting, social isolation,	£117,000	£O	This saving involves the merging of this contract with a larger MH accommodation based contract. This makes sense as the majority (60 out of 85) of the current clients live within designated housing units which are essentially longer term supported housing.The merger of these contracts will allow the provider to make significant savings in management and accommodation costs with only a smaller reduction in overall service.

	housing issues, anti-social behaviour, medicine compliance etc			Officers have spoken to senior management at One Support who have indicated that they feel these reductions are achievable with only minimal disruption to the current service provision. Will we consult with the provider and colleagues within the council to ensure that the impact of this change is minimised. All current service users will have their needs assessed and those who are able to move on from the service will be supported to do so. Those with continuing needs will be referred to other services for ongoing support.
Lookahead	Adults with Learning Disabilities Floating Support This service is delivered to adults with learning disabilities in their own homes to provide support in a range of areas including rent arrears, budgeting, social isolation, housing issues, independent living skills, accessing other services etc	£80,000	See table on page 9	 This is a 28% reduction in the current contract value. Officers have spoken to the provider of this service and while a degree of the saving will be absorbed through efficiency savings it will inevitably lead to an overall loss of capacity. This means that the current service users will receive fewer direct support hours than they currently do but officers will consult with the provider, service users and colleagues within the council to ensure that the impact of this change is minimised. All current service users will have their needs assessed and those who are able to move on from the service will be supported to do so. Those with on going needs will be referred to other services but the overall threshold for services will increase and some may not receive ongoing support. Further reductions in 2016/17 will be part of a major reconfiguration exercise for floating support services across the borough. There are a number of options for these services which will be subject to a wide ranging consultation with stakeholders and service users during 2015/16.

				Full details are of contracts covered under this reconfiguration are listed at table 3 below.
Thames Reach	Vulnerable Adults Floating Support This service is open to all adults across borough in their own homes to provide support in a range of areas including rent arrears, budgeting, social isolation, drug and alcohol misuse, housing issues, independent living skills, accessing other services etc	£100,000	See table on page 9	 This is a 14% reduction in the current contract value but the provider has indicated that the vast majority of this saving can be delivered without impact on service capacity due to a recent organisational restructure designed to reduce the costs of their services across London. Officers are conscious that restructures of this type have the potential to impact on service quality due to reduced investment in front line staff, training etc. As such will we consult with the provider and colleagues within the council to ensure that the impact of this change is minimised. Further reductions in 2016/17 will be part of a major reconfiguration exercise for floating support services across the borough. There are a number of options for these services which will be subject to a wide ranging consultation with stakeholders and service users during 2015/16. Full details are of contracts covered under this reconfiguration are listed at table 3 below.
Thames Reach	Generic Supported Housing This service is delivered to	£150,000	£0	As above the provider has indicated that the vast majority of this saving can be delivered without impact on service capacity due to a recent organisational restructure designed to reduce the costs of their services across London.

	individuals living within supported housing units across the borough. The service prepares individuals for independent living by addressing their individual support needs which may relate to a range of issues including drug and/or alcohol misuse, lack of budgeting skills, history of mental health problems etc			Officers are conscious that restructures of this type have the potential to impact on service quality due to reduced investment in front line staff, training etc. As such will we consult with the provider and colleagues within the council to ensure that the impact of this change is minimised.
Thames Reach	Hostel Diversion Pilot	£37,000	NA	 The ending of this pilot may lead to people having to enter hostels or supporting housing while they wait for independent accommodation. However, the introduction of the Pathway approach means that any time spent in such accommodation will be kept to a minimum and officers are working with a range of stakeholders to ensure that there is an effective supply of independent 'move-on' accommodation available.
Hestia	Multi Agency Public Protection Arrangements (MAPPA) Floating SupportThis service is delivered to adults who are subject to MAPPA in their own homes to provide support to enable them to engage with the requirements of their probation or other statutory orders and therefore reduce harm to the public.	£0	£82,300	This reduction will lead to the closure of the MAPPA floating - clients are low need but high risk and we will need to undertake a full consultation with Police and Probation colleagues to fully understand the impact of this and confirm the proposal for 2016/17.

Centrepoint	Young People's Assessment Centre An accommodation based service that assesses the housing and support needs of vulnerable young people who have recently approached the council as homeless.	£50,000	£0	 This reduction will end a 'payment by results' element to the service designed to support more individuals into independent living. While the saving may reduce the capacity within the service it is expected that the overall impact will be limited. Will we consult with the provider and colleagues within the council to ensure that the impact of this change is minimised.
Single Homeless Project (SHP)	Young People's Floating Support This service is open to all adults across borough in their own homes to provide support in a range of areas including rent arrears, budgeting, social isolation, drug and alcohol misuse, housing issues, independent living skills, accessing other services etc	£O	See table on page 9	This reduction will be part of a major reconfiguration exercise for floating support services across the borough. There are a number of options for these services which will be subject to a wide ranging consultation with stakeholders and service users during 2015/16. Full details are of contracts covered under this reconfiguration are listed at table 3 below.
LB Lewisham	Very Sheltered Accommodation) - Extra Care	£O	£100,000	This 2016/17 proposal will be subject to wide consultation. A number of Extra care are planned for closure but this reduction will limit the funds available for reprovision and the impact of this needs to be considered carefully.
Range of providers	Mental Health Supported Housing This service is delivered to	£O	£270,814	This is a 12% reduction in the overall contract value and officers are confident that the provider could absorb this cost through limited reductions in service. However, this saving is not scheduled until 2016/17 and remains indicative at this
	individuals living within			stage as officers are currently undertaking a full review of all housing provision for

	supported housing units across the borough. The service prepares individuals for independent living by addressing their individual support needs which may relate to a range of issues including drug and/or alcohol misuse, lack of budgeting skills, history of non compliance with medication etc			people with MH problems and all final proposals will be subject to consultation.
LB Lewisham	Sheltered Housing This funding is for a Floating Support service which provides support for people living in the boroughs Sheltered schemes (managed by Lewisham Homes) Support includes help with rent arrears, budgeting, social isolation, housing issues etc	£100,000	£0	 An element of the current service covers basic cleaning and maintenance tasks which are eligible for funding through housing benefit. As such it is proposed that costs of the service are met by Lewisham Homes through its rental income. This proposal will be subject to a full consultation as part of the rent setting exercise. The overall approach to support for Older People in the borough will be examined in detail as part of the review of floating support in 2015/16.
Greenwich Telecare	Alarm system This funding is for an alarm service for a Peabody Sheltered scheme. When the One Support Older Persons Floating Support service was	£5,757	£O	 Peabody, as a large registered landlord, have agreed to absorb this cost into its wider housing management provision. We will consult with Peabody regarding the overall approach to support for Older People in the borough as part of the review of floating support in 2015/16.

	commissioned Peabody requested that they were able to continue with their existing alarm service. The service provides out of office cover through use of alarms and pendants etc.			
Abbeyfield Deptford	Older Persons support service This service is a small shared house supported by a local organisation affiliated to the National umbrella organisation Abbeyfield. Support provided is at a very low level	£1,085	£0	The impact of this small funding withdrawal will be minimal. Officers have spoken to Abbeyfield and they have agreed to absorb the cost of this reduction. We will consult with Abbeyfield regarding the overall approach to support for Older People in the borough as part of the review of floating support in 2015/16.
Anchor Trust	Tony Law House - Alarm system Alarm only service	£2,486	£0	Anchor, as a large registered landlord, have agreed to absorb this cost into its wider housing management provision. We will consult with Anchor regarding the overall approach to support for Older People in the borough as part of the review of floating support in 2015/16.
Anchor Trust	Knights Court - Alarm system Service includes contribution towards Alarm system and office based support (9am to 4pm weekdays)	£9,674	£0	Anchor, as a large registered landlord, have agreed to absorb this cost into its wider housing management provision.We will consult with Anchor regarding the overall approach to support for Older People in the borough as part of the review of floating support in 2015/16.

Various Providers	Various service for Adults with Learning Disabilities	£430,000	£104,000	The Year 1 savings have been achieved through a range of actions undertaken by colleagues in Adult Social Care. Further savings from 2016/17 will be subject to wide consultation.
Dinardos	Fairway Lodge	£271,000		This reduction has previous been agreed and took effect from October 2014. So far there has been no impact from this reduction as the provider has continued to deliver the service.

During 2015/16 there will be a major reconfiguration of floating support services in the borough to move from a client group based approach to an outcomes based approach i.e. the provider will be required to work with a range of different people to achieve the same outcomes such as reduced rent arrears, reduced drug and alcohol use, increasing independent living skills etc.

Table 3 – Services in scope for the review of Floating Support

Provider	Services included	Contract values (2015/16)	Overall saving across the 4 contracts	Impact/Process
One Support	Older Persons Floating Support	£305,210	£525,000	This proposal will lead to one overall service with a contract value of approximately £730,000 per annum.
Lookahead	Adults with Learning Disabilities Floating Support	£200,000		This will be subject to full consultation with providers, service users and stakeholders.
Thames Reach	Vulnerable Adults Floating Support	£485,040		
SHP	Young Person Floating Support	£268,000		

For further information on this briefing please contact James Lee, Prevention and Inclusion Manager james.lee@lewisham.gov.uk 020 8314 6548.